

State of Wisconsin Workforce Investment Act Plan Modification

2000-2004



State of Wisconsin
Department of Workforce Development

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Executive Summary

Since submittal of the transition plan in March 1999, Wisconsin has worked toward WIA implementation building on past efforts. With the Job Center system well along in development here even before WIA was passed, we have used this year to enhance our local and statewide partnerships. While Wisconsin is not submitting a Unified Plan in the DOL structure, we believe we have already built the relationships with many partners needed to operate in a coordinated and cohesive manner.

The new Council on Workforce Investment, with the enthusiastic support of Governor Tommy G. Thompson, is laying out its vision for Wisconsin, its businesses and workers over the next several years. Their deliberations and research in the coming months may cause some redirection of efforts and resources to best meet the needs of our State. At that time we will be able to produce clear economic and workforce development goals and a snapshot of how the system will look like in five years. Furthermore, once final performance measures have been determined with DOL, we will be able to describe the effected performance improvements anticipated from accomplishing these goals.

Wisconsin is well suited to implement WIA given our Job Center system as a solid foundation to ensure optimum service delivery for the employer and job seeker customers along with the expanded partner entities. In addition, several years ago Wisconsin embarked on a mission to focus on our labor shortage issues that are a driving force in current changes to improve the workforce development system, and meet the economic needs of the state.

The accomplishments of the state are highlighted in a snapshot of what our system looks like today:

- 11 Workforce Development Areas (WDAs) that were established in 1998 were affirmed under WIA (this is a reduction from 17 under JTPA).
- 11 new Workforce Development Boards were appointed by Chief Elected Officials to reflect the membership requirements of WIA. These new Boards reflect an increase in private sector participation and expansion of the number of program representatives on the boards.
- 11 new Youth Councils were formed under the auspices of local WDBs. Youth Councils will include WDB members and other community leaders and will advise WDBs on meeting the needs of youth in their area.
- The W-2 program (Wisconsin's national model for Welfare Reform also known as TANF and the Food Stamp E&T program) was made a mandatory WIA partner and as result is an active Job Center and WDB participant.
- Statewide policy was adopted to use the option of continuing to utilize the "hold harmless" provision in determining local WDB funding formula in order to moderate rapid shifts in local WIA funds.

- Statewide policy was issued on the role of WDBs in “Local Service Provision of Direct Service” which provides a strong direction that WDBs retain a “Strategic Direction Role” at the local level and refrain from directly operating programs.
- Local Plans were developed by 11 WDBs to meet local workforce needs for implementation of WIA at the local level by July 1, 2000.
- 43 sites have been designated by WDBs as comprehensive One-Stop Centers that will have the full array of workforce programs and services available to meet job seeker/worker and employer needs. Additional sites are being determined by WDBs and will be identified by the start of WIA operations. (The state has 78 “job centers” and WDBs have reassessed those based on the WIA “comprehensive” one-stop center model.)
- A State Abbreviated Youth Plan was submitted to the Department of Labor for the early startup of WIA Youth programs beginning in May of 2000.
- A new State Council on Workforce Investment was created to provide statewide direction and guidance on workforce issues. The Council greatly expanded the number of private sector representatives and has been charged by the Governor to address workforce issues in Wisconsin in the broadest terms.

These accomplishments are due in large part to the extraordinary collaborative efforts of state agencies, local partners, Chief Elected Officials, Private Industry Councils, employers, labor, community-based organizations, education entities and numerous other organizations. To date, WIA implementation has involved a host of organizations and individuals. At the state level over 11 regional meetings have been conducted to disseminate information and receive feedback. A mailing list of over 1600 individuals has been used to notify recipients of WIA issues and a web page has been set up to allow access to WIA information. Over 80 presentations on WIA have been given to selected audiences throughout the state to provide background information and to encourage further involvement in the implementation process. State and local partner workgroups were convened in the summer of 1999 to identify a wide degree of program interests and concerns, and a formal review and comment process was used in making final statewide policy. At the local level, an equivalent number of meetings and discussion has been taking place in the WDAs to educate communities and get feedback on issues.

I. Plan Development Process

A. Developing the State Plan

Initial planning began in earnest when the Workforce Investment Act was signed into law in August 1998. As the public kick-off, WIA was discussed at the September 1998 State Council on Workforce Excellence (CWE) meeting. Under the Governor and Secretary Stewart's leadership, the Department of Workforce Development (DWD) embarked on strategies to involve all of the new partners and stakeholders in the design of WIA for Wisconsin. DWD identified key WIA issue areas for full partner discussions, and a number of statewide activities commenced since the fall of 1998:

- ◆ Workgroups with state agency program partners and local WIA partners from across the state were established in May 1999 to review WIA; identify areas where Wisconsin met the requirements; where changes may be appropriate; and provide guidance and policy development to meet WIA requirements. The workgroups were on Governance, Performance Measures, One-Stop, Local Services, Training/ITA, Dislocated Worker, and Statewide Issues. The workgroups met over the summer and submitted reports that were used as the building blocks for final policy formulation, solidification of the workforce system infrastructure and elements of the state plan.
- ◆ Five roundtables were held around the state in February/March 1999 at technical colleges to expand the education base on WIA and gather further input. Invitations were sent to numerous mandatory and optional WIA partners including vocational rehabilitation, economic development associations, youth groups, literacy groups, local elected officials, PICs, Job Center staff teams, W-2 agencies, technical colleges, and regional administrators of DHHS-ACF, DOL-ETA, DOE-RSA and USDA Food and Nutrition Services.
- ◆ Quarterly meetings were held jointly with the Wisconsin Counties Association to keep the Chief Local Elected Officials apprised of WIA implementation activities. Discussions centered on their key roles and how to best formulate policies to guide their activities. As a result, the "Guide for Local Elected Officials" was developed and issued in May 1999 that includes a number of policies for the state plan.
- ◆ In response to the state's labor shortage, at the behest of the Governor for a cross-department effort with DWD, Commerce, Revenue, University and Technical College System and Forward Wisconsin, the Secretaries of Commerce and DWD held five forums around the state to hear concerns and learn about innovative solutions of Wisconsin's economic and workforce issues from business and labor representatives and community leaders. Invitations were based on contacts with local chambers of commerce, economic development corporations, community development authorities, statewide employer and labor organizations, local government and legislators. This led to formation of the "Building Tomorrow's Workforce Initiative" in the fall of 1998.
- ◆ As part of this initiative, cabinet members also attended a labor/business partnership forum organized by the Wisconsin Regional Training Partnership, a work-based training consortium serving Milwaukee area residents and regional employers. The report to the Governor recommended four strategies to address future workforce needs, which is the basis of the Council on Workforce Investment (CWI) committee structure and strategy discussions. Other spin-offs from these forums resulted in a study and recommendations on "Technical Education and Training: The Future of Wisconsin's Workforce" and the newly created Governor's Work-Based Learning Board.

- ◆ For ongoing education and input, a WIA website was established that included a “feedback” button, up-to-date information on implementation activities and draft policy and plan formation.
- ◆ Listening sessions on possible criteria to grant waivers and agreements for WDBs to directly provide certain services or be designated the one-stop operator were held statewide. Local boards and staff, community service providers and education entities participated in the development of these state policies during the summer of 1999.
- ◆ Quarterly meetings of the PIC Directors included agenda items on WIA with DWD staff providing updates and discussions on implementation issues.
- ◆ The DWD Secretary also initiated meetings with all effected state agencies in the fall of 1999. Within DWD, two intra-divisional groups were established for ongoing collaboration of the WIA programs. As part of this effort, DWD division administrators met with the Regional Administrators of DOL-ETA, DOE-RSA and DHHS-ACF which was followed by an inter-divisional brainstorming day on collaborative approaches to developing a workforce investment system in Wisconsin, and exploring further the options for unified planning.
- ◆ As part of a WIA discussion, the CWE reviewed and recommended that the Governor approve the Adult, Education and Family Literacy Plan.
- ◆ Previous state council discussions and the input from all of the above participatory activities, were the basis for the development, review and comment on various aspects of the state’s plan. The CWI Ad Hoc WIA Committee was specifically charged with attending to the details of WIA implementation. They have reviewed and commented on the local plans as well as the draft state plan.

There have been nearly 100 statewide presentations and discussions on WIA with partners and potential partners since August 1998. In addition to the above-mentioned entities, other groups involved in WIA discussions include: School-to-Work Consortium, Unemployment Insurance Advisory Council, Wisconsin Technical College System Board (WTCSB) campus managers and staff, United Migrant Opportunity Services and Migrant Services Conference, Non-profit Child Care Mentoring Group and Community Services Block Grant recipients, Legislative Fiscal Bureau and State Department of Administration, Wisconsin Career Information System state policy group, Data on the Lake - WIA Customer Satisfaction and Continuous Improvement Conference, Wisconsin Minority Women’s Network, Women’s Minority National Conference held in Madison, State Apprenticeship Council, Older Worker Network Conference, National Senior Citizens Education & Research Center, Wisconsin Health Care and Hospital Association, and the State Independent Living Council.

The state’s WIA implementation timeline for meaningful public input included benchmarks:

1998	
Fall	Discussions with current partners; outreach to new partners; state council
1999	
Winter- Spring	Statewide Forums; state council; transition plan development and input; Development of LEO policy guide; Inter/intra agency collaboration
Summer	Issue Area Partner Workgroups; Listening Sessions
Fall	WDBs certified; technical assistance to WDBs, partners and stakeholders; development of policies and products such as the MOU

October 22	Interim Draft Local Plan Guidelines to locals
November	Final Local Plan Guidelines to locals
	Local input for State Youth Plan to Department of Labor

2000

February	Local Plans due for state review and approval; state council
March	State Plan posted on WIA website for review and comment
March 31	State Plan submitted to Department of Labor
May 1	Youth program funds released depending on plan approval
June 1	Final MOUs and procedures completed by WDB and state
July 1	WIA Program funds begin for full implementation

B. Comments used in Plan Development. The extensive public participation described above that included businesses, members of the labor community and elected officials shaped the development of the state plan. In addition, the CWI Ad Hoc WIA Committee held two meetings open to the public to discuss the draft state plan and other WIA implementation details. The committee includes four business representatives, one labor representative, one legislator and three members representing TANF/W-2, post-secondary education and workforce development programs. The draft plan was revised to reflect their discussions, and some issues were identified for further work to be addressed in a future update of the plan. Those issues include: (a) the reallocation policy needs to address a faster turn around on unused funds; consider a detailed policy that requires shorter term fiscal reporting so dollars can be reallocated efficiently to meet immediate high demand job vacancies; (b) revisit the eligibility of services definitions, (c) identify the training and dislocated worker services priorities so there is immediate responsiveness to workforce shortages and company closings; and (d) the training needs and educational certificates recognized by employers should be better identified in statewide systems, and the educational institutions must be more responsive to what the employers need now. Finally, the draft WIA State Plan was also available on our web site for public comment.

II. State Vision and Goals

A. Broad Economic Strategies and Workforce Development Goals. The CWI is in the midst of discussions to recommend the state's broad strategic, economic and workforce development goals to the Governor. The Ad Hoc WIA Committee recommended that the "full CWI identify 5-year state strategies and goals; and statewide or regional priorities to meet customer and economic needs with the recognition of each unique business sector needs; and incorporate those in a future revision to the plan." The committees will also infuse the CWI goals into their work-plans as they focus on the impact of funding streams, service and information delivery systems, labor shortage, economic environment and education structures. Preliminary discussions of the CWI reveal consistent themes: Ensure a seamless education-to-employment system to effectuate an increased pool of workers with skills employers need; Improve training and education-related training for increased job placements to meet employers on-the-job needs; Examine the entire population of potential workers and develop strategies to redirect them into the high demand occupations; and solidify the operational aspects of the Job Centers to coordinate and communicate effectively with the state and among local partners to meet the needs of employers and job seekers.

State Vision and Goals

The Governor's Council on Workforce Investment is still in the midst of discussions regarding the 5-year strategic economic and workforce goals. The timetable includes the following process:

- June 12, 2000 Council meeting to finalize their Vision, Goals and Strategies
- Summer 2000 Council Committees completion of specific activities related to the Council's goals and strategies
- Fall 2000 Submittal of the State's 5-year strategic economic and workforce goals to USDOL.

B. WIA support to attain state strategies and goals. The Governor's Executive Order framed the Council's work in building a unified workforce investment system to maintain Wisconsin's position of "leading the nation with unprecedented growth and a strong economy." At the first meeting, the Governor established the goals for Council activities: to address Wisconsin's labor shortage issues, and "to build, expand, support and sustain our workforce." The Governor wants Wisconsin to have the nation's best climate for job opportunities; industry development; training and development opportunities; linkages between education and work; work-life quality; and attracting and maintaining a high quality workforce. The Council is developing an organizational structure, and beginning discussions around the Governor's charge:

- "Develop a wide-range five-year plan for Wisconsin's workforce. This means adopting a vision and setting common goals for our future, and reviewing and recommending a comprehensive workforce development policy to maximize our current strengths and prepare for the future.
- Ensure that we can measure the quality and success of our programs. We want to make sure we are spending our resources wisely and effectively.
- Determine how we can better align state programs across funding sources to present a truly unified workforce plan. This applies both to mandatory partners under the Workforce Investment Act, and others who join our efforts."

The CWI began strategic planning at its Feb. 22, 2000 meeting where members met in their four committees and had interactive discussions around the following questions:

1. What would be your suggestions for the state's broad strategic workforce development goals?
2. What would you like to see different about the State's workforce in five years? (E.g. economic status within the global market; services/coordination to employers)
3. What are your biggest concerns about the future of Wisconsin's employers, employees and prospective workers?
4. Given the Governor's charge and the committee's possible issues, what broad issues do you want to work on?
5. How would you describe a successful Council one-year from now? How do we get there? Describe the next steps.

Attachment 14, a draft CWI vision, mission and goals, reflects the members' preliminary discussions that were expounded at the March 27, 2000 meeting. The committees began developing work plans that will identify specific strategies. The completion of this exercise will enable speaking to strategic goals and other future impacts to the workforce system.

The Governor intends to continue appropriate realignments of workforce development programs to ensure coordination and non-duplication of services. As part of that thrust, the CWI has as one of its missions to "Recommend strategies, policies and legislative changes that will lead toward a truly unified investment system." Through strategic planning and specific CWI committee activities, the Council will review the individually funded programs including Wagner-Peyser and Unemployment Insurance, and provide guidance to massage these programs for a universal system. The tentative timeline to solidify an integrated program approach was in years two and three of WIA implementation.

C. Quantified Performance Indicators and Goals. See *Attachment 11* for agreed upon performance standards.

III. Assessment

A. Market Analysis

1. Five year economic trends.

The key economic trends for Wisconsin include:

- A decreasing rate of growth for the state's population;
- A decreasing number of young people available for entry level jobs;
- A rapidly growing number of older people reaching retirement age;
- An acceleration in the aging of the state's overall population;
- Industry employment, where although growth has stalled due to the current economic conditions, will outpace growth in the labor force over the next decade;
- A continuing geographic mismatch between the location of jobs in the state and the population segments that might fill those jobs.
- A increasing number of residents commuting to jobs in neighboring states.

The first four key economic trends are the result of a dramatic change in the number of births in Wisconsin which have averaged approximately 71,000 per year since 1965, the end of the baby boom. During the baby boom, Wisconsin averaged approximately 93,000 births per year. **This change has resulted in a very slow state population growth attributable to natural increase.** At the same time, in-migration to the state has been very small.

The decreasing number of births has resulted in an extraordinary decrease in the number of young people available for entry-level positions. In the 1980s, Wisconsin had some 93,000 people turning eighteen years of age each year. During the 1990s, that figure dropped to about 81,000 per year. After 2005, the figure will drop to fewer than 75,000. Between 2005 and 2025, the average number of 18 year olds in Wisconsin's population will be 77,300. In addition, many of Wisconsin's young people opt for four-year college and university education, which takes them out of the market for the types of jobs that are open in Wisconsin.

The aging of the baby boom cohort portends an upcoming crisis brought about by a large number of pending retirements. Based on the State of Wisconsin's Demographic Services projections, there are presently some 205,000 people in the age group 60 through 64, meaning that about 41,000 people are turning retirement age each year. By 2015, there will be 366,111 people in that age group increasing the number of people turning retirement age to 73,000 each year. Nor will that end the onslaught. By 2025 the base figure will grow to 407,170, or roughly 81,500 retirements per year.

The reduction in the number of young people and increase in the number of older people is bringing about a very rapid increase in the average age of Wisconsin residents. Between 1980 and 2005, the average age of Wisconsin's residents will have increased from about 33.6 years to approximately 37.2. This higher average age will be reflected in the State's labor force. The acceleration will increase as the baby boomers are pushed into the older age group. In 2000, 61.4 percent of the State's population was in the 17 to 64 year old age group the age most synonymous with labor force participation. By 2030, only 56.6 percent of Wisconsin's population will be in that age group.

Implications of these four important economic trends include:

Wisconsin had experienced an extremely tight labor market for most of the period from 1985 to 2000. The economic slowdown of 2000 through 2003 has changed that temporarily. And, unfortunately, the change is temporary. In about 1987, Wisconsin's annual average unemployment rate began to diverge sharply from the national average. Although like the nation, Wisconsin's unemployment rate increased considerably in 1991 and 1992, and again in 2001 and 2002, for ten of the last fourteen years, Wisconsin's annual average unemployment rate has hovered around 4 percent, falling to near 3.5 percent from 1995 through 1998. In 1999, Wisconsin's annual average unemployment rate was 3.0 percent. In 2000, the State's average unemployment rate was 3.5 percent. In 2001 the unemployment rate increased to 4.6 percent and for 2002 it was 5.5 percent. This does not, however, negate the long-term trends. As recovery comes, the labor market will again become very tight.

Wisconsin either led the nation or was very near the top in labor force participation over the past fifteen years. In 1996, and again in 1997, Wisconsin experienced a 74.7 percent labor force participation rate, the highest in the nation. In 1998, Wisconsin's labor force participation rate was 74.4 percent ranking third in the United States. Even during the economic slowdown, Wisconsin's labor force participation rate has been quite high, about 72.0 percent.

It is estimated that by 2015, Wisconsin will have some 80,000 retirees per year. Wisconsin has an annual job turnover of 393,609. And, Wisconsin's projected total job growth is 388,108, which is the net number of new jobs projected to be added between 1998 and 2008. This brings the annual number of hires to 470,000.

Wisconsin has a very high percent of its total population participating in the labor force. The estimate for the 1997-1998 year was 55.9 percent. That same figure for the US is a little over 50 percent. The Milwaukee County WDA has Wisconsin's lowest participation ratio at 50.8

percent followed by the Northwest WDA at 52.2 percent. The highest ratio is the South Central WDA at 61.1 percent, which is followed closely by the Fox Valley WDA at 60.6 percent. Counties vary from Calumet County's high of 64.2 percent to Florence County's low of 33.1 percent. The labor force to population participation ratio is indirectly related to the percentage of the population that is younger and/or older than the normal working age.

Wisconsin continues to see employment increases in many industries. Wisconsin has a very strong service industrial sector, with 25.6 percent of Wisconsin's total non-farm employment found in that sector. Many of the state's fastest growing industries are found in the services sector, and the industries adding the most jobs over the next ten years will undoubtedly be the business services sector and the health services sector. Each will add near 45,000 jobs.

Although the manufacturing sector has taken a beating in the last 30 months, dropping from 620,000 jobs to about 560,000 jobs, recovery is expected. Manufacturing continues to be very strong in Wisconsin, and in fact the state ranks second in the percentage of its non-farm wage and salary employment found in manufacturing. Only Indiana has a higher percentage.

Trade, including both retail and wholesale trade is the third largest of Wisconsin's industrial sectors at 22.8 percent. Total non-farm employment, currently at about 2,800,000 is expected to reach 3,000,000 by 2005.

Much of the growth in Wisconsin's fastest growing industries is a result of the fast growing older population. Examples include:

Industry Title

1. Security & Commodity Brokers
2. Museums, Botanical And Zoological Gardens
3. Services, N.E.C
4. Nondepository Institutions
5. Social Services
6. Amusement and Recreational Services
7. Agricultural Services
8. Legal Services
9. Local and Interurban Transit
10. Hotels & Other Lodging Places
11. Holding & Other Investment
12. Real Estate
13. Insurance Agents, Brokers
14. Transportation by Air
15. Health Services
16. Real Estate
17. Insurance Agents, Brokers, etc
18. Personal Services
19. Membership Organizations
20. Transportation by Air

21. Motion Pictures

The present sluggish labor market, particularly in the manufacturing sector, will result in a general shortage of skills necessary for many growth industries found in the state.

Manufacturing oriented occupations, i.e. machinery operators, tool and die makers, welders, material handlers, truck drivers, industrial technicians of all kinds are presently in low demand, and abundant supply. This will result in a decrease in training. Then as manufacturing employment increases following recovery, which will most certainly occur and retirement of the present skilled workforce accelerates and young people continue to pursue college training there will be short supply of entry workers with adequate training coupled to a sudden increase in demand.

A considerable discrepancy or mismatch is developing between where jobs are found and where the workers will be found. Increased opportunities for workers are found in suburban and semi/rural areas of the state - physically and geographically removed from the potential workforce. As is the case in most areas of the country, industry tends to relocate to areas of the state that are more remote and removed from the potential supply of workers. Better highway connections, lower taxes, better educational statistics, safer home environments, less congestion of all kinds, fewer prohibitive rules, all combine to lure industry to suburban and semi/rural areas of the state, leaving behind the population segments that are most likely to relieve the tight labor market conditions.

2. Five-year employment needs. The implications of all of these trends is a growing general mismatch in the skills acquired by Wisconsin's young people and the skills required by Wisconsin businesses. There will be no shortage of employment opportunities for Wisconsin's workforce, but the jobs are very likely to be in occupations not matched to the training obtained by Wisconsin's young workforce. The 30 Wisconsin occupations with the greatest expected employment in 2008 constitute 37 percent of Wisconsin's anticipated total employment for 2008. Only six of those 30 jobs require baccalaureate degree training, and they represent less than 20 percent of the anticipated 37 percent of employment opportunities for Wisconsin's workforce.

Another six of the jobs require long term training, but less than a baccalaureate degree, and they too represent less than 20 percent of the anticipated 37 percent of employment opportunities for Wisconsin's workforce. Eighteen of the 30 occupations require only short-term on-the-job training, and those eighteen occupations will make up 64 percent of the anticipated 37 percent of employment opportunities for Wisconsin's workforce.

Those figures tend to play out for the entire Wisconsin job market. Some 20 percent of Wisconsin's jobs appear to require four-year college degrees or more. Another 25 to 30 percent require technical college training and/or long-term on-the-job training. The remaining jobs require short-term on the job training with a minimum of previous technical training and/or on-the-job training.

With about 45 percent of Wisconsin's high school graduates going on to four-year colleges and universities, Wisconsin ends up with:

- Too many college graduates for the jobs available, prompting many of those college graduates to look out of the state for career opportunities;
- Too few technically training workers for the jobs that are open in Wisconsin, resulting in good paying technical jobs that go begging; and
- A large number of jobs that can be performed by workers with a minimum of skills, but jobs that now appear to be below the level expected by the future and present workforce.

One of the obvious implications is the need to motivate job seekers to obtain skills needed for high-wage technical jobs.

3. Customers. Wisconsin's JobNet has a voluntary survey built into its registration process. Results of that survey indicate the following demographic characteristics. These results only reflect persons using the touch screen JobNet at Job Centers; not those accessing the system via the Internet or other current or potential customers to be served under unified planning.

By Age Group:

Under 23 years of age	23%
From 23 to 39 years old	57%
From 40 to 54 years old	18%
Over 55 years old	2%

By Education:

Less than high school	25%
High school degree	52%
High school no degree	6%
Certificate	7%
Associate's degree	4%
Bachelor's degree	6%
Master's degree	1%
Doctor's degree	Trace

By Gender:

Male	53%
Female	47%

By Employment:

Unemployed	41%
Employed	59%

By military status :

Non vet	91%
Vet	9%

By disability:

Veterans with disability	1%
Non veterans with disability	10%
Job seekers without disability	89%
Veterans with special disabilities	Trace

4. Skill Development Needs. Given diverse labor market needs, it is difficult to project job skills needs by customer category. Skill development needs are based more on local economy needs than on general needs of customer segments. In addition, many needs may be based more on other barriers to employment that are not skill related, such as transportation, child care, employer attitudes, etc.

We do know that the labor shortages are being experienced particularly in the technical and skilled trades occupations as well as in the hospitality and retail industries. Skill training activities will be determined based on local needs but one can assume that training in these areas will be a priority in many areas of the state. Technical education will be emphasized in our workforce development programs in partnership with other K-12 education, youth and adult apprenticeship programs.

B. State Readiness Analysis

1. Leadership

a. Council on Workforce Investment

i. The new State CWI was created by the Governor to meet the requirements of the Act: Majority of business representatives (21), 4 state legislators (two from each chamber and their respective minority/majority parties), 3 labor representatives; 2 with youth experience; 2 with technical college and community-based organization expertise; a chief local-elected official; the Governor; and, 7 representatives from state agencies responsible for WIA partner programs and activities.

ii. Specific organizations or entities represented on the Council: International Brotherhood of Teamsters, Wisconsin AFL-CIO, Wisconsin State Council of Carpenters, Wisconsin Counties Association, YWCA of Greater Milwaukee, Metropolitan Milwaukee Association of Commerce, local technical college, local K-12 public school, a consultant on youth services, and state agencies: Departments of Commerce, Corrections, Health and Family Services; Public Instruction; Workforce Development, Veteran's Affairs and the Technical College System.

iii. Nominations for the business representatives were solicited from state business and trade organizations including the Wisconsin Manufacturers and Commerce, Wisconsin Independent Businesses, Inc. and Associated Builders and Contractors. In order to achieve diversity reflective of the state as well as business sector mix, additional solicitations were made through the Governor's Diamond Award recipients and the Governor's Glass Ceiling Commission. Over 60 nominations were received, reflecting a balance of diversity and business sectors, geographic and demographic areas, along with the factor of optimum policy-making authority. The state's labor federations provided the nominations for the labor seats. The nominations were

presented to the Governor for his final selection. Legislators were selected from each chamber's respective minority and majority party leadership.

In order to achieve diversity reflective of the state as well as the business sector mix, additional solicitations were made through various advisory bodies, such as the Wisconsin Rehabilitation Council. Selections of persons representing the views of persons with disabilities will take into account the issues of consumer groups representing persons with disabilities as well as organizations focusing on employment related services to appropriately meet the needs of that population group. Per the WIA law, one person serves on both the CWI and the Rehabilitation Council.

Finally, the Governor selected the other non-business members from the previous CWE and members of state agencies to meet the requirements of WIA. The depth of expertise in the array of issues related to WIA activities and the business representative's commitment levels on workforce development in their regional areas will bode well for their achieving high standards with their responsibilities. *Attachment 1* details the CWI membership.

iv. Given the Governor's focus on labor shortage issues as the Council's key efforts, four standing committees were developed around the themes of: Expanding, Sustaining, Preparing and Upgrading Our Workforce. An Ad Hoc WIA committee has been established to focus on specific Title I activities and WIA compliance issues. The Governor has provided the Council explicit charges within the context of their WIA responsibilities. To meet his expectations the Council will develop a work plan and provide the Governor with recommendations on statewide system issues, innovative programs, new resources and budget initiatives.

v. The Council will regularly coordinate and interact with WDBs by meeting with the chairs and offering technical assistance statewide. This will include notifying the WDB executive directors and the chief local elected officials of each Council meeting; holding meetings at Job Center sites around the state (starting with the 2/22/00 meeting), scheduling agenda items for WDBs to highlight their programs; facilitating individual Council member visits to Job Center sites, and providing guidance and statewide standards and policies. In addition, four CWI members serve on WDBs.

vi. . The records of the State Council are open and accessible in various media to the public including persons with disabilities in compliance with the Americans with Disabilities Act and the Rehabilitation Act of 1973, in addition to being posted on the DWD website. All meetings of the whole Council as well as all committees will be held in accessible facilities. The proceedings of these meetings will be in accessible formats. Proper notice of these meetings, including provisions of appropriate meeting accommodations, will be given in compliance with open meeting laws.

b. A **conflict of interest** is generally understood to exist where a person has a direct personal, organizational or financial tie to an organization, and where that person is in a position to influence, or appears to influence the actions of another organization for the benefit of themselves, immediate family members, or an organization with which they have such ties. State statute further specifies conflict-of-interest prohibitions. *Attachment 2* provides circumstances that constitute a conflict of interest.

c. Appointment of Local Board Members. DWD staff met regularly with the Wisconsin Counties Association to apprise them of WIA and to garner their input on policy formulation. Staff also provided technical assistance to their assigned WDAs. The Chief Local Elected Officials reviewed a draft of the “Local Elected Officials Guide” for the implementation of WIA, and it was distributed in May 1999 to all LEOs. That Guide included the criteria the state established to be used by the CLEOs for the appointment of WDB members. This is the same criteria the state used to certify the WDBs. *Attachment 3* details that state criteria.

d. The Governor has not certified any **alternative entity** to perform the functions of a local board.

d.i. Allocation formulae. All funds for adult and youth programming will be distributed throughout the State using the three-part formula in the Act. Individual area allocation shares are adjusted using the hold-harmless methodology stated in the DOL Secretary's September, 1999 directive. This will limit dramatic shifts in funding levels.

ii. Dislocated Worker Formula Factors:

Allocation Factor	Weight Assigned In Formula	Data Source(s) and Time Period
Unemployment Concentrations	25%	A substate area had to meet or exceed the state unemployment rate or have 10% or more of the unemployed workers in the state in order to qualify for this factor. Qualifying substate areas receive a prorated share based on the total number unemployed located in substate areas meeting the threshold.
Declining Industries	25%	The decline in employment by industry from a 1982-84 base period to the most recent year for which data is available was used to determine long-term trends and provide consistency. Substate areas receive a prorated percentage of the state total.
Farm Hardship	12.5%	Substate areas receive a prorated percentage of the total loss in the number of farms from a 1982-84 base period to the most recent year for which data is available.
Plant Closing/Mass Layoff	12.5%	Substate areas receive a prorated percentage of the total number of persons reported as being laid off from their employment by employers who file notification under state and federal plant closing/mass layoff laws.
Long-Term Unemployment	18.75%	Substate areas receive a prorated percentage of the total number of persons who received unemployment compensation payments for at least 15 weeks in a benefit year.
Insured Unemployment	6.25%	Substate areas receive a prorated percentage of the total number of persons who received at least one unemployment compensation payment in a benefit year.

iii. Allocations for Program Year 2000

WDA Name	Adult Allocation	Youth Allocation	Dislocated Workers Allocation
Southeast	\$ 745,039	\$ 777,253	\$ 600,336
Milwaukee	\$2,339,562	\$2,485,430	\$1,814,077
WOW	\$ 182,002	\$ 186,815	\$ 315,666
Fox Valley	\$ 516,127	\$ 527,770	\$ 613,853
Bay Area	\$ 732,558	\$ 768,145	\$ 791,456
North Central	\$ 467,473	\$ 483,766	\$ 542,396
Northwest	\$1,150,722	\$1,061,535	\$ 347,352
West Central	\$ 456,080	\$ 488,962	\$ 514,864
Western	\$ 374,394	\$ 387,264	\$ 393,265
South Central	\$ 494,272	\$ 504,356	\$ 44,359
Southwest	\$ 503,372	\$ 516,966	\$ 426,563
Total	\$7,961,601	\$8,188,262	\$6,904,187

Early in the planning process, the Governor sought input of local boards through the Wisconsin Association of Job Training Executives, and LEOs through the Wisconsin Counties Association about allocation methodologies. Concerns about the adult and youth formulas waned sharply when the DOL authorized the use of the hold-harmless provision. The State will use formula factors recommended by a Dislocated Worker Committee for that funding stream. The CWI Ad Hoc WIA Committee reviewed these recommendations.

e. Grants and Contract Process. Granting of funds in competitive and non-competitive processes will be done in accordance with the State Procurement Manual. *Attachment 7* details those procedures and the public notifications for potential bidders to be made aware of the availability of grants and contracts.

f. Local Criteria for Youth Grant Awards Criteria include: demonstrated effectiveness, financial stability, fiscal accountability, cost effectiveness, qualifications and expertise of staff, and demonstrated linkages with other youth providers, schools and employers.

Youth Councils and Workforce Development Boards are also strongly encouraged to give preference to proposals which:

- Offer a comprehensive set of services;
- Include systematic and extensive attention to improving basic education skills;
- Offer academic enrichment components that provide school credits, and have strong connections back to the school year;
- Offer meaningful work-based learning opportunities;
- Include a strong youth development component;
- Demonstrate linkages to the One-Stop system;
- Demonstrate knowledge of the needs of and ability to work with local youth;
- Include effective strategies to engage out-of-school youth;

- Include strong linkages between occupational and academic learning;
- Include preparation for post-secondary educational and employment opportunities;
- Include youth in decision making for program policies;
- Include established and effective connections with employers and community resources;
- Demonstrate experience and effectiveness in preparing youth for non-traditional occupations;
- Demonstrate the ability to continuously improve service delivery and provide data to conduct program evaluations.

In addition to these elements, effective and ineffective providers and activities will be identified through core indicators of performance, rate of attainment of employment and academic goals and participant and parent/guardian satisfaction. The effectiveness of specific activities will further be measured by retention of youth in those activities as well as completion rates.

An analysis of the mix of youth activities will be conducted to determine which activities likely lead to successful completion and attainment of employment and academic goals as identified in the Individual Service Strategy as well as performance benchmarks.

g. Definition of Other Eligibility Criteria. The State has delegated the definition of the sixth youth eligibility criterion to the WDBs.

h.i. State Policies and Requirements

- ◆ **State guidelines for the selection of One-Stop providers by WDBs.** Local Planning Guidelines were issued in November 1999 with section V.B addressing the selection of the One-Stop Operator (OSO). WDBs were to identify whether a competitive or non-competitive process was used and describe that process. WDBs were asked to provide a description of the roles and responsibilities of the OSO, whether there are multiple operators and to provide detail on the arrangement for each center in the area. The guidelines also asked that the OSO role be included in the MOU so that other partners are aware of that role. While the local plans were submitted on February 11, 2000, the complete detail about OSO configurations is not due until June 1, 2000 to provide maximum time for the WDBs to develop a thoughtful approach to developing the OSO requirement of WIA. For additional guidance, the plan guidelines direct WDBs to the department's WIA web site for more background on the OSO. These materials were developed by a WIA One-Stop workgroup consisting of state and local representatives from the mandated Job Center partner agencies that met in the summer of 1999. The materials encourage the WDBs to consider the wide variety of One-Stop operator configurations that are possible and to design their system to meet the needs of their workforce development area.
- ◆ **Process to work with WDBs and Chief Local Elected Officials to certify existing operators.** Local Workforce Development Boards, with the agreement of the CLEOs, have the responsibility to designate and certify OSO(s) for the area's Job Center delivery system and provide their choices and a description of their process in their Local Plans, or provide final detail by 6/1/00. Instructions were provided in the planning guidelines mentioned above.

Technical assistance has been provided via individual conversations, two conference calls in January 2000, posted Questions & Answers on our WIA web page and individual contacts

with state liaison staff. After State review, approval of the plan will serve as approval of the local OSO process and selection.

- ◆ **Process to resolve impasse situations.** In situations where a required partner has not signed an MOU by June 1, 2000, the date of the State's required submittal of all signed MOUs, the following procedures have been developed per WIA regulations.
 - 1. Initial report of impasse.** The WDB jointly with the Chief Local Elected Official AND the affected partner must report in writing that an impasse has occurred to:
 - a. The State Department of Workforce Development;
 - b. The State agency responsible for administering the partner's program, and if there is no administering agency at the state level, then to the appropriate federal agency; and,
 - c. The State Council Ad Hoc WIA Committee on behalf of the Council and Governor.
 - 2. Report Requirements** - This written notification must include:
 - a. Which partner/agency(s) are involved,
 - b. What WIA services are involved,
 - c. What the specific issues of disagreement are,
 - d. Documentation of negotiations and what efforts have taken place to reach agreement that demonstrate a good-faith effort of both parties; and,
 - e. Written acknowledgement that this notification begins a five-working-day "best efforts" period in which the parties will continue to make good faith efforts to resolve differences. This five-day period will precede active state-level intervention. If an MOU is completed within this period, both parties and the CLEO will notify the parties in 1 a-c above.
 - 3. First Level - Informal Discussion at the State Level** - Upon initial receipt of the written notification, the involved state agencies will proceed to schedule meetings that would begin after the five-working-day "best efforts" period. DWD will make this the highest priority and a review team will:
 - a. Request any additional documentation from the local parties and involved state agencies within three working days of receipt of the report.
 - b. Prepare options for resolution at the first state level meeting with involved partners.
 - c. Convene meetings and attempt to resolve the impasse.
 - 4. Formal Negotiation at the State Level** - If after five days at the informal discussion level, the impasse has not been resolved, then an impartial entity, such as the Wisconsin Employment Relations Commission, will be enlisted to negotiate between the parties.
 - 5. No Resolution** - Failure to execute an MOU by July 1, 2000 will result in:
 - a. The Governor and the responsible state agency must report this to the Secretary of Labor and to the head of any other Federal agency with responsibility for oversight of a partner's program.
 - b. The involved partner will not be permitted to serve on the WDB, and
 - c. The local area in which a WDB has failed to execute an MOU with all of the required partners will not be eligible for State incentive grants awarded on the basis of local coordination of activities under 20 CFR 665.200(d)(2).

- ◆ **Criteria to Determine if Local WDBs Can Run Programs In-House.** Wisconsin's vision is for WDBs to provide strategic planning and direction for the workforce investment system within the WDA. The vision does not include boards providing direct WIA Title I-B services. The state recognizes that this is a change from program operation under JTPA. Therefore, the state has provided guidance to local areas on this issue in a policy and procedure which outlines the criteria by which local areas can seek the Governor's agreement to provide direct services. This policy and procedure can be found as *Attachment 4*. "Workforce Investment Act Title I-B Local Service Provision by Workforce Development Boards Policy and Procedures."

- ◆ **OJT and customized training performance information.** The performance information collected for on-the-job and customized training will follow the performance requirements for all WIA Title IB Intensive and Training services.

DWD currently working to incorporate the requirements established in the "Draft Proposed Workforce Investment Act Title IB Standardized Record Data Document" and the "Training and Employment Guidance Letter No.7-99" in its WIA performance system. It is the Department's intent that eventually performance information will be available to all One-Stop Operators. They, in turn, will make it available to WIA staff and participants to help them decide on the most positive OJT and customized training opportunities.

- ◆ **Reallocation Policy.** Title I funds, if not spent within two years, must be returned to the State. The returned funds may be used for statewide projects or reallocated to grantees that have fully expended their funds. In order to be eligible to receive reallocated funds, local entities will expend all of their Title I funds during the prior two-year expenditure period. The State will use returned funds to meet targeted needs determined at that time through either statewide projects or by reallocation to entities.

- ◆ **Adult to Dislocated Worker Fund Transfers Policy.** DWD allows the transfer of funds between programs. A local WDB may transfer up to 20% of a program year allocation for adult employment and training activities, and up to 20% of a program year allocation for dislocated worker employment and training activities between the two programs. The WDB must submit a request stating the activity, the program year and the dollar amount. DWD, acting on behalf of the Governor, must approve of the transfer. DWD then issues the necessary award modifications to WDBs.

WDBs may not transfer funds to or from the youth program. WDBs may not transfer funds between fiscal years. DWD shall make all fund transfers in accord with P.L. 105-220, Sec. 133 and 20 CFR 667.140.

- ◆ **Priority of Services under WIA.** The final determination of whether funds allocated to a local area are adequate to meet the intensive and training service needs of the population is

made at the local level. (W-P priority of services to veterans is addressed in IV.B.9.) State policies and requirements to assist WDBs in this determination include the following:

1. Generally there are adequate resources in Wisconsin to provide intensive and training services to TANF public assistance cash recipients. Therefore, there is no state requirement to prioritize the use of WIA Title I adult funds on this population.
2. WDBs may consider the following in determining the adequacy of funding resources:
 - a. Identification of the types and amounts of resources available to provide intensive and training services to adults. Resources to identify include, but are not limited to; Temporary Assistance for Needy Families (TANF), Welfare to Work, Vocational Rehabilitation, Community Services Block Grant, Carl Perkins and Adult Education Acts, student financial aid and other local resources that are available to provide intensive and training services to public assistance recipients and low income individuals.
 - b. Identification of the needs of specific groups within the local area. Specific groups may include disabled individuals, individuals with cultural or language barriers, offenders, homeless individuals, older workers and others. Local areas should estimate the number of individuals who can be included in these groups.
 - c. Comparison of the needs of individuals identified in step two and their eligibility for services under other categorical funding sources such as those listed in step one.
 - d. Local areas determining that there are not adequate resources to meet the intensive and training service needs of the population the local area will prioritize services. The state encourages local areas to prioritize services to those whose household income is below 200% of the Federal Poverty Limit, and Public Assistance recipients other than TANF cash assistance recipients.

♦ **Policies for special needs populations.** The basic structures for serving populations with special needs are addressed through the Job Center delivery system model and through the partnership planning structures. Considering WIA policies related to groups with special needs, DWD will explore issues such as:

- Provide the tools and strategies to strive towards universal access to core services under WIA. Areas to address are language, physical disability, geographic location, cognitive barriers, reading level and economically disadvantaged.
- Develop plans to address areas lacking accessibility that will not be implemented immediately due to undue hardship or lack of feasible solutions.
- Emphasize monitoring by WDBs to ensure special needs groups are receiving adequate level of service.
- Provide technical assistance on assessment services to guarantee that solutions for barriers to employment are addressed.
- Establish a closer link between WIA Title I Adult and Dislocated Worker programs and Carl Perkins funded displaced homemaker programs (incorporate into collaborative planning process)
- Promote increased referral of displaced homemakers to Carl Perkins Technical College Program by Job Centers
- Promote displaced homemakers as a target group under WIA Dislocated Worker programs.

- Continue technical assistance activities in Non-Traditional Opportunities and assisting Job Centers integrate NTO awareness and programming in their operations.
 - Encourage the training and placement of dislocated workers into nontraditional occupations.
 - Explore partnership issues related to development of information and referral systems and coordinating outreach efforts to underserved populations.
 - Continue an interagency partnership with Department of Transportation to combine 4 federal, state, and local funding sources into one transportation program, the Wisconsin Employment Transportation Assistance Program (WETAP). This program will fund over \$8 million in employment transportation projects offering thousands of new bus or van trips, transportation and location information, and vehicle loan and repair services.
- ◆ **Policies limiting Individual Training Accounts.** The State of Wisconsin has not established policies for limiting Individual Training Accounts (ITAs). It has been left up to local Workforce Development Boards to establish limitations. In the WIA Planning Guidelines issued in November 1999, each WDB was asked to “Describe the WDBs policy for its ITA system including limits on duration and amount.”
- ◆ **Definition of "Deficient in Basic Literacy Skills".** The state has delegated the definition of the term to the WDBs.
- ◆ **Accessibility.** WIA policies and procedures are posted on the Department of Workforce Development websites. Web pages have been reviewed using Windows-I's and JAWS to review page content. Material is available in text only and is closely associated with related links when the page is read sequentially. Users of screen reading software should have no difficulty finding links or understanding the sequence of events of materials if selected links are chosen. A copy of WIA procedures and policies are available in alternate formats including text or tape upon request.
- ◆ **MOU.** The state developed the MOU template that was required to be used by all WDBs that includes a section to accommodate local variations. The deadline for submittal to the state of the signed WDB partner MOUs is June 1st.

It is expected that as part of their response to partner's resource participation of the Job Center system and service provision on coordination and non-duplication of services there will be information on cost sharing including reasonable accommodation for persons with disabilities. Second, DWD has an appeal process in place to handle complaints of discrimination. This has been effectively utilized in the past under JTPA and will be modified for WIA implementation.

- ◆ **Policies Limiting ITAs.** Wisconsin's WIA Local Planning Guidelines required all WDBs to identify their policies limiting ITAs. In reviewing each plan, DWE checked to ensure the ITA policies were identified, appropriate, and non-discriminating. The only problem the review turned up was that a few WDBs did not identify their policies.

Before their plans are approved and they can begin receiving money July 1, 2000, their ITA policies must be reviewed and approved. To determine if ITA policies are uniformly applied in each WDB, DWE will monitor this in the annual monitoring visit.

ii. Consultation with the WDBs and the Chief Local Elected Officials has been ongoing since the inception of WIA. DWD staff update the CLEOs at quarterly meetings under the auspices of the Wisconsin Counties Association. Discussions for CLEO input specifically included issues such as the WDA designations, WDB membership requirements, labor market and workforce issues and the roles and responsibilities of the CLEOs. As addressed later, the CLEOs also helped formulate and review the draft “Local Elected Officials Guide” that provided technical assistance in May 1999 on their critical role with WIA implementation. A Tool Kit with stand-alone plain English version of key elements of WIA was provided to the WDBs and staff. PIC/WDB staff served on the policy development workgroups in the summer of 1999 as explained earlier. Technical assistance to the WDBs and staff was provided on an ongoing basis and DWD staff attended WDB meetings on a request basis. Finally, CLEOs and WDB staff attended many of the other statewide WIA discussion forums outlined in I.A.

iii. There have been no state policies or requirements identified thus far that would act as an obstacle to developing a successful statewide workforce investment system. However, the CWI will be identifying any such impediments and making recommendations to the Governor as they further discuss WIA implementation and new initiatives for the state.

2. One-Stop Delivery Process

a. Actions your State has taken to develop a One-Stop integrated service delivery system statewide. Wisconsin began building its Job Center system in 1985 when the first center opened in Southwest Service Delivery Area (SDA) as a partnership between the PIC and Job Service. In 1989, the state Legislature provided \$150,000 for the Southwest and Central SDAs to further develop this “Job Center” concept. In 1991 USDOL launched JOBS 2000 and the same two areas each received \$100,000 to help continue their efforts. These were two of only ten grants awarded in the country. In 1994 Wisconsin was chosen as one of six states to receive a One-Stop Implementation grant of \$10 million dollars. At that time, Wisconsin already had 28 centers operating in the state, coordinated at the local level.

In 1997, the Legislature created DWD to better align a number of work programs. DWD includes the traditional US Department of Labor employment and training programs such as JTPA, Job Service, and Unemployment Insurance and programs through other federal agencies, such as TANF, Food Stamp Employment and Training and Vocational Rehabilitation. This consolidation effort at the state level has served to reinforce the integration concept at the local level though we continue to struggle with issues related to multiple funding sources and requirements at the federal level.

Since 1995, we have conducted an annual statewide coordination process, requiring local partners to come together and submit a core coordination document. Paired with this process through 1998 was planning for local One-Stop grant funding. These funds were used at the local

level for a variety of projects such as Job Center management staffing, coordinated marketing efforts, facilities remodeling for more integrated customer flow, and communication and technology costs to make it easier for partner agency staff to communicate.

The other main component of the annual planning process was to document achievement and set goals for Job Center Standards attainment. Wisconsin's Job Center Standards approved by the CWE were the foundation of the systems described in the section on certifying Job Centers. In 2000, with our federal One-Stop grant over, Wisconsin has 78 centers in operation. As discussed earlier, WIA planning has been ongoing for the past year, involving numerous workgroups and sessions to educate partner agencies. A WIA One-Stop workgroup developed guidance pieces on the One-Stop system definitions, core services, comprehensive centers, one-stop operator, and MOUs. This guidance has been posted on our WIA website since the summer of 1999. Much of it was incorporated into a WDB Toolkit and also was used in the development of the local plan guidelines.

b. The degree of existing collaboration for WIA Title I, Wagner Peyser Act, and all other required and optional partners. Wisconsin already has a high degree of collaboration. The first Job Center was formed in 1985 and they have continued to develop and grow since then. “Core partners” of the WI Job Center system were originally identified in 1993 as JTPA, Job Service, the local technical college and the former JOBS program. JTPA (and now WIA), Wagner Peyser and JOBS (now TANF) are administered by DWD. In 1997 with the merger of state agencies, the Division of Vocational Rehabilitation also became a core partner. WIA Title I-B and Wagner Peyser are also administered from the same division in the department. DWD policies have supported Job Center integration goals for many years. There are numerous local situations where staff are funded by more than one agency to increase capacity, particularly in rural areas.

The blending of agency staff has become the norm in the majority of centers in Wisconsin. While staff may be employed by a certain agency, they serve on functional committees within the center, provide services jointly to employer and job seeker customers and identify more as staff of the center than of their specific employing agency.

Wisconsin's original core partners encompass the following required and optional partners under WIA and are all administered by the DWD, with the exception of the Adult Education and Post-secondary Vocational Education.

- Adult Activities under WIA Title I (former JTPA program)
- Dislocated Worker Activities under WIA Title I (former JTPA program)
- Youth Activities under WIA Title I (former JTPA program)
- Job Service
- Veterans Employment and Training Programs
- Vocational Rehabilitation
- Adult Education and Literacy
- Post-secondary Vocational Education
- Welfare-to-Work
- Trade Adjustment Assistance
- NAFTA Transitional Adjustment Assistance

- Temporary Assistance to Needy Families
- Food Stamp E & T

Additional programs now becoming officially involved under WIA but have actually have been connected with Job Centers locally in many parts of the state.

- Title V of the Older Americans Act
- Community Service Block Grant
- Employment & training activities carried out by the US Housing and Urban Development
- National & Community Service Act program
- Unemployment Insurance
- Job Corps
- Native American Programs
- Migrant and Seasonal Farmworkers Program
- Veterans Workforce Investment Program

The first 13 programs have been represented on the Local Collaborative Planning Teams over the past seven years and thus have been a part of the annual core coordination planning process for delivery of services through the Job Center system. In addition, if located on site, they are part of individual Job Center Management teams. The additional programs will become “core partners” at the state level, and guidance will be provided to boards and One-Stop operators on bringing them into the local Job Center service delivery system.

3. System Infrastructure

a. Local Investment Areas

i. Wisconsin has operated with 11 state designated Workforce Development Areas since 1998. The consolidation from 17 to 11 took into account key factors to improve the service delivery system. *Attachment 5* identifies the boundaries and Job Centers within each WDA.

ii. The previous state council was intimately involved in the reconfiguration of the WDAs as well as the workforce development board structure. Working subcommittees of the council included customers from the field in the redesign and formation of the WDAs and WDBs. Leadership from many of the local elected officials and input from other partners including education entities were garnered to determine the most effective boundaries for service delivery.

In 1995, statutory responsibility was given to the Council to recommend employment and education boundaries aligned as closely as possible with the technical college district boundaries. Finally, the operational configuration interfaces with labor market areas.

For implementation of WIA, the state intended to continue with the 11 areas unless local areas requested changes. Consensus from the local elected officials and area partners confirmed that the boundaries were working well to meet the needs of employers, the workforce and effected partners. The state requested a formal notification from the WDAs chief LEOs in the May 1999 “Local Elected Officials Guide” whether they planned to stay with the current county boundaries, or planned to convene meetings with other local elected officials to discuss possible changes to the current configuration. The letters of intent from the CLEOs were received by June 30, 1999, confirming the retention of the 11 operating WDAs.

iii. *Attachment 14* contains a draft procedure for appeals on local area designation that will be adopted after review by the Department and the State Council. The current DWD appeals procedures were available had any designation appeals occurred.

b. Regional Planning

i. Given that regional planning already occurs, and that the 11WDA configuration captures significant regional labor markets, the state did not establish a policy requirement for local areas

ii. State decisions on transportation and labor shortage issues may drive a policy on regional planning in the future. Recent partnerships between the DOT and DWD have created a new transportation planning process that has required local coordination among planners, employment and training professionals, and transportation providers. Regional planning organizations were heavily involved, and signoffs were required by workforce development boards and Transportation district offices. Additionally, 22 applications were submitted representing a Tribe and 49 counties, so a regional basis for addressing transportation needs was built into the program.

iii. Interstate planning activity may occur on an ad hoc basis around rapid response or job fair activities between areas of Wisconsin and Illinois, Michigan, Iowa and Minnesota. The state may consider in the future reciprocity agreements, MOUs or other avenues to assist the states' respective customers such as shared state training provider lists.

c. Selection of Service Providers for ITAs

i. **State Policies and Procedures.** Procedures local WDBs use to identify eligible providers of training services is established in Wisconsin's Initial Year policy titled "State List of Eligible Training Providers" in *Attachment 6*. It contains local procedures and the criteria WDBs use to select "Other" training providers. In addition, the policy contains the process the State will use to create the State List of Eligible Training Providers. Over the next three months, the Subsequent Year policy will be finalized. The draft is in *Attachment 12*.

In addition to setting policy for the creation of a State List of Eligible Training Providers, the Department is exploring options for addressing the WIA requirement of creating a list of eligible providers of Nontraditional Occupations (NTO). Wisconsin's Leadership Team on Nontraditional Employment for Women will be exploring and recommending policy on the following WIA/NTO issues:

- Does it make sense to have a separate list of eligible providers of NTO, or would it be better to identify on the State List which training would be considered NTO.
- If it is decided to identify NTO training on the State List, how do we obtain current Labor Market Information on job training that is considered NTO in Wisconsin's labor market.
- Is preparation for NTO training an Intensive Service, Training Service, or both?

ii. Recommendations solicitation. The process for soliciting comments and suggestions in the development of eligible provider policies and procedures followed the same route that all WIA development activities took. A WIA workgroup on training issues and a separate workgroup on dislocated workers met several times during the summer months of 1999 to offer suggestions. Comments also were sought via the department's WIA web-site. All suggestions were considered in developing the Initial and Subsequent Year policies. For the Initial Year policy, a draft document along with the application was sent to the employment and training community for comments. Included in the audience that received the draft were unions, private for profit training institutions, and all WDBs. The same process will be followed for finalizing the Subsequent Year policy.

iii. Maintenance of Provider List. The Wisconsin Department of Workforce Development, Division of Workforce Excellence, is the designated agency to develop, manage, and maintain the State List of Eligible Training Providers. The list will be in electronic format that ITA customers and WIA staff can assess through the Department's web-site. The information will be organized so that the user can identify training providers by training program or location. In using the web-site and "shopping" for a training provider, they will have a broad range of information available to them, including performance information. The list will be up-dated every six months. For the Initial Year, a list will be available in July 2000 with a January 2001 revision.

The final Initial Year policy is enclosed as *Attachment 16*. On page 8 of the policy, the following statement is made about the ITA web-site, "It will be fully accessible to persons with disabilities."

iv. Performance information. As you will note in the Initial Year policy, the DWD followed closely what is in the Law. Post-secondary schools receiving Title IV funds and Apprenticeship programs were not required to submit performance information for the Initial Year. The Governor will establish required minimum performance levels for the "Other" category, which will correspond with the three required performance measures cited in the Act. At this time, the Governor does not intend to require performance measures that are in addition to what is in the Act for Subsequent Years.

v. Current capacity. The State is currently building its capacity and the capacity of the local WDBs to create and manage local lists and the State List of Eligible Training Providers. March, April, and May are being targeted as the months this training will occur.

vi. Process for removing providers. The process for removing providers is contained in the Initial and Subsequent Year policies. It identifies the following procedures

- The training provider will be notified in writing of the action to terminate and the cause for the termination. Depending on the discussion between local WDB(s) and the State, one of these entities will authorize the letter. It will be in a prescribed format agreed upon by both entities.
- The letter will say that in 60 calendar days from the date the letter was signed, the training provider will be removed from the provider list.
- The letter will also inform them of the process they follow to appeal the action.

Page 8 of the Initial Year policy points out that the availability of the appeal process is in Chapter III (L) of the JTPA/WIA Policy and Procedures Manual. This process also includes procedures for filing a complaint of discrimination.

vii. Appeals Process. See *Attachment 8*. Further appeals procedures will utilize 181(c) of 29 USC 2931.

viii. List of Eligible Providers of Youth Activities. The state has the capacity to disseminate a list of eligible providers of youth activities. WDBs will provide the state with youth provider information. The DWD will compile this information by WDA and disseminate it in a manner that is consistent with dissemination of eligible training provider information. Youth provider information will be available in each WDA and will be posted on the DWD website.

d. Capacity to deliver high quality employment statistics. Wisconsin has been recognized as a leader in its ability to deliver high quality employment statistics information to customers. As part of this effort, the department employs nine local labor market analysts who provide analysis for and to the WDAs. We currently produce data from 5 Department of Labor - Bureau of Labor Statistics (BLS) programs. In the Current Employment Statistics (CES) program, Wisconsin consistently leads the nation in the collection of survey material. The sample-based survey of 7,500 units is collected in a variety of ways, thereby providing employers in the state with multiple options for ease in data transmittal.

Methods of collection include Touch-tone Data Entry (TDE) (note: 80% of Wisconsin's 4,617 TDE employers are submitted by 1st closing, again representing a leader in the nation), Electronic Data Interchange, Service Center, and a computer assisted processing system, known as the Labor Information Processing System.

The Local Area Unemployment System (LAUS), while not working directly with employers or job seekers, continues to be proactive in improving its products. For example, an analysis of the impact on claims due to Indian gaming resulted in a review and a change in the re-estimation process. Also, Interstate Benefit claims collected from Unemployment Insurance's ICON system are run through software called *Finalist* to improve residency coding of claims. In addition, due to an accelerated release of CES data, the LAUS program has followed suit and is able to meet the CES release schedule. This is in response to concerns that have been expressed by the American Statistical Association and other external customers.

In the Mass Layoff Statistics (MLS) program, there are between 250 - 450 employer contacts every quarter. This valuable employee layoff information is shared as needed with the Dislocated Worker program. It is also one of the few BLS programs that can produce reports with data based on ethnicity and gender.

The Occupational Employment Statistics program has now evolved into an occupational employment and wage system. This change that began last year has finally resulted in a standardized system of employment and wage data collection across the United States. The

output of the OES/Wage system is fed into a Wisconsin designed system called Conditions on Employment Database (*COED*). *COED* is used in adjudication proceedings and appeals hearings in UI to provide prevailing wages in substate areas throughout Wisconsin. OES/Wage data are also used to provide prevailing wages by occupation for the Alien Labor Certification program. Wisconsin was the first state in Region 5 to meet their 1997 survey deliverables.

The ES202 system, also known as *EXPO*, provides employment and wage data by industry. This database which is the universe of all employers in Wisconsin that are covered under Unemployment Insurance laws is used by all of the other BLS base programs for sample selection, address enhancement, etc. The new EXPO processing system is also gearing up for the implementation of the North American Industry Classification System (NAICS). This new industrial classification system will be replacing the current Standard Industrial Classification system (SIC) so the United States will now be compatible with Canada and Mexico in our classifications of employers.

We are continuing to investigate ways that we can disseminate quality employment and wage statistics in a timely and expeditious manner. Among those new products that are under review are *ALMIS*, *ERIS*, and other software packages that allow for a seamless delivery of data to our customers in the spirit of the Workforce Investment Act.

IIIB3e. Meeting Work Test for UI Claimants. Providing work test and feedback services to all eligible UI claimants is a state priority. Success of these activities is directly linked to its role as the primary provider of job order servicing and recruitment services to employers and its Resource Room job search assistance responsibilities. This important function of the Public Labor Exchange also ensures that WIA intensive service resources are deployed on behalf of those remaining unemployed individuals who are most in need.

Depending on economic conditions during the next five years, the average number of claimants required to make a job search could range between the current level of 105,000 (43% of the 247,000 individuals claiming benefits in calendar year 1999) and 180,000 (60% of an estimated 300,000 claimants projected in an economic downturn). Current funding levels limit the eligible population that can be accommodated in UI Profiling program services.

An overview of the current work test and feedback system:

- If the individual is indefinitely laid off, a weekly work search is required.
- Resource Room and other reemployment services available at a Job Center are one way to meet the work test in the week of contact.
- UI claimants who meet UI Profiling criteria are assigned to receive reemployment services from Job Service and partner staff collocated at Job Centers.
- Failure to attend a scheduled re-employment services workshop resulting from a profiling referral can result in a UI disqualification.
- This failure is reported electronically by Job Service and, under the terms of DWD-approved access agreements, designated partner staff.
- All UI claimants (even those not required to make a work search) are provided information about the nearest Job Center and services available and are encouraged to make use of services appropriate to their needs.

Areas of focus for the future include:

- Maintaining the role of Job Service staff as the provider of work test services.
- Providing related policy, technical assistance, and training to Job Service and partner field staff within the framework of the One-Stop environment.
- Seeking improvements in the registration process so that the claimant status is known to Job Center-based staff, whether or not the individual is visiting for UI Profiling purposes.
- Increasing the claims filing emphasis on the importance of work search claimants visiting and receiving Resource Room services from their local Job Centers.
- Examining and applying best practices of other states in areas such as technologies that electronically link and refer claimants to new and existing job orders.

f. Wagner-Peyser staff participation in UI eligibility. Because of their public exchange responsibilities, Job Service W-P staff play a key role in providing reemployment services to UI claimants participating in UI profiling and other WIA funded services to dislocated workers.

- Work search services to UI claimants are provided by Wagner-Peyser staff via \$630,000 in annual funding from UI Interest and Penalty fund, \$400,000 JTPA Title III funds, \$250,000 UI Contract and a \$500,000 Significant Improvement Grant from DOL.
- Reemployment services are provided to dislocated UI claimants by Wagner-Peyser staff via the array of services provided to those in the profiling pool
- Failure to attend workshops for either of the two types of services described above can result in UI disqualification
- JobNet facilities are available for use by all UI claimants

Approximately 43% of UI claimants (105,000 individuals in calendar 1999) are required to make a job search. The number of claimants who can receive direct services provided by Wagner-Peyser staff is limited by funding available to pay for those services. The variety of services provided by each Job Center is determined locally.

C Assessment of Strengths and Improvement Opportunities

1. & 2. Wisconsin's infrastructures have been an asset to responsiveness to the needs of our employers and job seekers. The alignment of the major workforce development programs into one department; the redesign of the 11 workforce development areas; and, the foundation of the job centers throughout the state have been key strengths during the planning stages to implement WIA. Wisconsin's comprehensive integrated service delivery model that serves job seekers and employers through the local job center network included many of the partners now mandated under WIA. State, local and various partners' continual communication and collaboration have been another key asset in continuous improvement of the workforce development system. As the CWI shapes the states vision, and identifies priority strategies, the CWI committees will identify specific improvement opportunities as part of their work-plans.

Initial CWI discussions raised weaknesses in the current system including: Limited out-reach and availability of needed services to all segments of the population and not just those in a "program," "Brain power" loss with a high percentage of four-year institution graduates leaving the state; Low priority on career awareness and development for K-12 students and parents;

Image as a “low wage” state; Education and education-related training not responsive quick enough to address labor market fluctuations and employers on-the-job needs.

Ability to rapidly respond to immediate needs of WDBs, partners, employers and job seekers. These and other areas of concern will be identified at the CWI level along with action items for improving the workforce development system to meet their five-year vision.

During the next six months, a more thorough assessment will be made of the impacts to the state’s workforce investment system. This will include discussions with the CWI once they have finalized their priority strategies for the biennial budget and the start of the legislative session in January. Special projects, economic development initiatives, proposed legislative changes or potential reorganization initiatives that effect the development of our system include:

- *State Plan on Incumbent Worker Training:* An incumbent worker training plan is currently being developed with input from an Incumbent Worker Training Workgroup and WDBs. After the plan is developed it will be discussed with one or more CWI committees with recommendations to provide funding support for innovative incumbent worker training programs which will be focused on decreasing the skill shortages by increasing the skill levels of current workers to meet employers needs and/or to decrease the labor shortage by increasing the participation in the labor force of TANF/W-2 participants and other contingent workers who are employed part-time, on a temporary basis or are self employed.
- *Labor Market Information:* The Departments of Workforce Development and Commerce and the Housing and Economic Development Authority have formed a statewide workgroup to assess how to better assimilate and distribute labor market information in a meaningful way. Employers and other consumer entities will be asked for their input on ways to better serve their needs. The intended result will be the distribution of reformulated labor market information in a manner more consistent with employer and workforce development needs regarding identifying critical demand, high growth, high wage occupations for skill building, training and economic development activities. Several products will include changes to the employer services website and a “cookbook” of valuable local resources for more information or services.
- *Legislative Council:* A major review by a joint legislative committee developed state strategies on economic development and 1999 legislation included creation of a job retention skills development program, a new business tax credit for training expenses, establishment of an advanced journey worker credential pilot program, exemptions from state expenditure limits for the technical college applied technology center program, and revisions or expansions to the state’s venture capital efforts and transportation services under TANF/W-2. The Legislative Council also is now considering studying labor shortages in the State over the next several months.
- *Department of Commerce:* The above council also provided guidance to the Department of Commerce with legislation that creates state economic development goals and policy, and simplifies the department’s economic development financial assistance programs. The Department has also shifted their emphasis from attracting businesses to retaining businesses and matching business locations with available workers.

- *Forward Wisconsin*: This public-private partnership is leading the “Great Jobs Wisconsin” campaign designed to attract former Wisconsin residents to return to job opportunities. They are also working on workforce development marketing efforts.
- *Forward Award*: The recommendation from the state council to establish a quality award for employers was implemented by the Governor. This performance excellence initiative has been highly successful and contributes to building a skilled workforce, the growth in businesses and the creation of good paying job.
- *Governor’s Blue Ribbon Commission on 21st Century Jobs*: In 1997, this Commission made recommendations to strengthen the state’s long-term economic future. A number of the Commission’s recommendations were part of the state council’s implementation strategies of individual committee’s work-plan goals. These thrusts were the basis of a number of recommendations to the Governor on program revisions and new statewide initiatives.
- *University of Wisconsin Initiatives*: The UW System played a significant role in the Blue Ribbon Commission’s focus, and introduced new resource investments to build a skilled workforce. As part of the development of its 2001-03 state budget request, the UW System has proposed new state investment in building a skilled workforce, improving access for adult learners, enhancing IT opportunities for students, faculty and staff, and opening new avenues for international education. The overall UW budget proposal will be finalized and submitted later this summer.
- *Governor’s Labor Shortage Initiative*: The Governor requested DWD and Commerce to hold forums for employer’s input on labor shortage issues and solutions. Comments from employers, economic development entities and educational institutions were compiled into a report on “Building tomorrow’s Workforce.” Subsequently, the Governor requested specific strategies from his cabinet to address the labor shortage problems, which resulted in a host of public/private solutions that have been incorporated into Department’s budgets.
- *Technical Education and Training Task Force*: This Governor’s Task Force was created to upgrade and expand technical education and training. Several budget priorities were implemented including the start-up of a “K-Tech” system with \$500 grants for technical college students, tuition reimbursement for students who complete a tech college program in high demand areas with a 2.5 GPA and work in a related field and capitol funds for applied technology centers.
- *Work-Based Learning Board*: Another recommendation from the above Task Force was the creation of the Governor’s Work-Based Learning Board with program support dollars for youth. Their focus is on strategies to improve the workforce readiness of Wisconsin’s future employees/employers and to more efficiently move students from school to work situations.
- *Reorganizations*: In anticipation of WIA, the Governor realigned most workforce and training related programs under one roof in 1996. The DWD now houses 10 of the WIA partners including the state’s mandatory TANF/W-2 program.

IV. Strategies for Improvement

A. Leadership -

Once the CWI completes their vision and strategic planning process the identification of specific strategies and tactics will be identified with timelines for completion. In addition, this assessment process for improvements will be revisited once the performance measures are established by DOL and negotiated accordingly with the effected parties. The CWI and the department will undertake a thorough analysis and discussion on how the current system may be realigned. This will also be an agenda item for input from our WIA program partners at a statewide One-Stop Round Table this fall

During the many workshops and policy development forums addressed earlier, consensus was to minimize state policies for the WDBs to have as much flexibility as possible to meet the unique needs within each WDA. Therefore, state directives and requirements were kept at a minimum at this stage. Now that the local plans have been received, a review will take place as to the necessity of any additional coordinated policies or other statewide action to help facilitate the WDBs, partners and other customer groups.

1. Improving operational collaboration; elimination of barriers. The CWI has already identified direct and continual liaison with the WDBs, WDB Directors and the CLEOs as a high priority. To improve operational collaboration the CWI will have WDB presentations as their meetings, serve as a clearinghouse for best practices, meet with WDB Chairs, and visit job centers throughout the state. When the state receives the completed local MOUs by the due date of June 1, 2000, the CWI committee will be given an updated local plan report. A review will determine what other collaborative or technical assistance needs are necessary beyond those discussed in #2. below. Since all seven of the state agency secretaries serve on the CWI, the existing state-level barriers to coordination will be readily identifiable with recommendations made to the Governor as necessary.

2. Assistance to local one-stop delivery systems. The state DWD, primarily through the Division of Workforce Excellence, will continue to work towards the evolution of the delivery system in a variety of ways. Internally, DWE has reorganized staff to provide local liaison support to each WDB and to the Job Center delivery system. This will include activities such as program monitoring, providing technical expertise to the centers, and interagency coordination with state level partners. In addition, other staff will be available with various levels of expertise on such issues as cost allocation, EEO complaints, employer relations, information technology, performance measures, and specialized job seeker services.

A statewide capacity building effort will build on activities developed under the federal One-Stop Career Center grant such as Job Center Roundtables. These forums are designed for partner agencies to participate and focus on Job Center issues in common rather than specific program details. Topics for sessions are solicited from local staff and the sessions are structured with local participation to share best practices. There are also specialized training on issues such as employer relations, new IT tools, or serving targeted clients in the Job Centers.

Wisconsin's Job Center Standards were developed in 1993 and continue to serve as the foundation of our delivery system. These standards will be updated in late 2000 to reflect the

changes due to WIA. Achievement of standards is evaluated by center self-assessment and then reviewed by state staff. Areas of improvement are identified and plans to achieve these standards are developed. Any new grant funds are targeted towards standards achievement and system building. For the past two years, additional funds have been made available for system support and we will continue to identify funds for this purpose whenever available.

Areas for improvement include continuing to move towards integration within the centers to ensure that resources are used more effectively and that customer service is seamless. We have reached this to a high degree in many centers of the state but have room for improvement in others.

While most apprenticeship staff are not physically located in Job Centers, the program's location within the Division provides strong opportunities for communication and coordination both at the state and local levels

The state agencies and the CWI will work towards developing policies that support this goal. Issues that continue to cause barriers are cost allocation differences between funding sources, diminishing resources in some fund sources, and the concern that there are not enough resources to serve the universal or non-target-group-eligible customer.

Staff in DWD continue to work towards a better understanding of these issues among the various fund sources. Two products will be completed in the near future. One is a guide on Resource Alignment developed by an intra-agency committee to assist partners on sharing costs.

The second is a compendium of the operational documents used in a Job Center. This will include the cost allocation documents as well as other operational, lease, and MOU type documents.

3. Capacity building for local boards and youth councils. Current efforts have been focused on orientation and education of new board members on the Job Center system and the various programs. At the first meeting of the new boards, each member is provided a copy of Wisconsin's one-stop folder called "Developing Our Workforce: The Growth of Job Centers in Wisconsin." The folder highlights our long Job Center history, provides information about each of the 11 areas and 78 centers and also includes a report from the National Center on Education & the Economy. The WDB Toolkit mentioned earlier also will help board members and partners understand WIA concepts and requirements.

As we move forward, the State will continue many of the capacity building supports already in place as well as develop new approaches. In May 2000, the State will convene our annual Governor's Employment and Training Conference. This two and half day conference has sessions designed for employers throughout and the private sector members on the boards will be specifically invited. Attendance at this conference averages 1000. In addition, we will continue twice yearly Job Center Roundtables, the next one being April 5, 2000 which provide a forum to focus on the Job Center delivery system versus any specific program. The public sector board members and other agency staff usually attend these roundtables which help to support the integrated approach to one-stop delivery of services. Attendance averages about 120.

Youth Services will be a focus at the April roundtable and a fall youth services conference is being planned. Partnerships are being strengthened at the state level through participation in the NGA Center for Best Practices Youth Policy Network.

The Youth Councils will form a foundation for local/regional efforts. State capacity building efforts will focus on cross training among youth specialists that serve on the Youth Councils so that the entire range of youth services can be coordinated.

Internally, DWD has reconfigured state staff to serve as Local Program Liaisons who provide support to the boards on WIA, Welfare to Work, a specialized TANF-funded workforce program, as well as the overall Job Center delivery system. Each liaison is assigned to 1 or 2 of Wisconsin's 11 WDAs, allowing them enough time to attend WDB and committee meetings. Nine state labor market analysts are stationed around the state to provide labor market data and analysis for planning and decision making. These analysts will regularly attend WDB meetings and offer expertise as needed. Other state workforce experts are also available to attend board meetings and youth council meetings at their request.

Other capacity building efforts will be explored. These could include regional meetings for board members, special communiqués to board members, access to the department's WIA and state council web site. The need to support and educate board members from the state level will be carefully balanced with respect for the board members time.

4. Waivers or workflex authority needed for WIA. The state does not have any waiver or workflex requests at this time. The CWI Ad Hoc WIA Committee discussed the waiver requests from the WDBs. DWD staff will examine these requests further, and determine any appropriate next-steps. The local waiver requests of DOL were in the areas of the 10% administration limit; 30% of youth funds on out-of-school youth, performance requirements as they pertain to the use of UI records due to the high seasonal and self-employment situations in certain parts of the state, and the alternative school and free-lunch program eligibility issues.

B. Services

1. Employment and training activities with WIA adult and dislocated worker funds; maximization of customer choice. Wisconsin's elaborate Job Center network is the structure for delivery of WIA services to adults and dislocated worker. The State and local WDBs are currently planning the design and flow of these services through Job Centers. The planning focus is on enhancing and not duplicating services. To help carry this out the State and local WDBs are working to improve and expand coordination between WIA partner agencies currently within and outside of the Job Center delivery of service system.

The cornerstone of the delivery of WIA services is to support and encourage consumer choice among the array of employment and training opportunities available to all customer groups. Individuals make choices about careers, education, training, training providers, and job search; employers make decisions about products and markets, business location, recruitment, compensation and training. The following description identifies activities underway for providing WIA's three levels of services: Core, Intensive, and Training.

Core Services

- Local flexibility is encouraged in defining core services. The State Planning Guidelines for WDB five-year plans requested them to identify “core services to be provided that are in addition to what is listed in the Act.” Some WDBs identified employer services. Others talked about resources available in Job Centers’ Resource Rooms and outreach ideas such as brochures, marketing and job fairs. In regards to outreach activities, WDBs are encouraged to include language in their MOUs requiring Job Center partners to coordinate their outreach efforts system-wide.
- In the Guidelines, local WDBs were also asked to describe their design for the delivery of core services and how they intend to coordinate with and not duplicate Wagner-Peyser funded labor exchange services. Several of the plans talked about building upon and complementing the services funded with Wagner-Peyser funds.
- The State has left it to local WDBs to decide when the initial assessment/WIA registration takes place during the core services period.
- Over the next year, the department will be engaged in deciding on a statewide database that easily provides individual information and services history during the initial assessment and registration. Data other than EEO-needed to determine eligibility for WIA Title I services will be commensurate with that data needed to measure progress toward performance goals.
- In addition, the intent is to have as part of this system a process for gathering information about all Job Center users through electronic data collection that can track numbers of customers and which Job Center services are used.
- Minimum core services for employers are defined by DWE, as basic Labor Exchange capacity, however WDBs can expand upon services locally.

Eligibility for Intensive Services

- Individuals must receive at least one core service prior to receiving intensive services. The core service(s) can be provided by any of the Job Center partners. There are no State mandated timeframes in which an individual must utilize core services prior to becoming eligible for intensive services; however, in reviewing local five-year plans there is one Wisconsin WDB that has set timeframes for core and intensive services.
- A range of possibilities exist from an individual entering the Job Center, completing a self-assessment and WIA Title I eligibility determination, and immediately referred to intensive services to an individual using JobNet for six weeks prior to being referred for intensive services, depending on local requirements.
- In the Planning Guidelines, each WDB was asked for its definition of self-sufficiency. All WDBs have defined it for their SDA, or will within the next six months. Factors were considered include: cost of living; living wage standards; current JTPA income guidelines (by family size); employment benefits received; affect of *Badgercare*; participant not receiving any supportive services; normal commuting pattern; family size, and local economic conditions.

- The state has and is providing guidance to WDBs regarding the role of Job Center partners and the sharing of participant information.
- WDBs are working on developing an internal referral process. This will be incorporated in their MOUs.

Intensive Services

- Local WDBs were also asked to identify Intensive Services that will be provided in addition to what is described in the Act. None were identified. Their Intensive Services include case management for participants receiving intensive services, workshops, referrals to other agencies, job clubs, GED, ABE, and driver's license preparation.
- Over the next 10 months, the Department will be studying whether hard skills should only be considered a training activity and soft skills training considered an intensive service. This was a suggestion of the WIA Training Workgroup that met during the summer of 1999.
- Efforts are being made to ensure the use of service data travels with the participant so services are coordinated and not disconnected.

WIA Training Principles. Certain key principles ensure customer choice in the delivery of WIA services to adults and dislocated workers in Wisconsin. These include:

- Participants will have direct input into the nature of the assessment and the individual employment plan that may be available through intensive services and prior to referral to training and issuance of an individual training account.
- Participants, with the help of the case manager, will learn of training programs directly linked to employment opportunities in the local and other WDAs. In addition, WDBs have the option of identifying occupations that it has determined to be in demand in the local WDA.
- Individual training account policy and consumer report information will be provided in simple, understandable language in a variety of formats to customers of Job Centers.
- Once a training program has been selected and approved by the participant, case manager and WDB, the ITA customer can “shop” for a training provider from the State List of Eligible Training Providers.
- Empowerment and success will come from ITA customers making positive decisions about what agency they want to be their training provider.
- This will depend, in part, on the variety and quality of training providers, the information available to them about the eligible providers, and the WDB and case manager's efforts to prepare them for making a successful decision.

Eligibility for Training Services

- *Attachment 6* contains a summary of the eligibility requirements for ITAs and Training. It also highlights WDB/case manager responsibility for establishing training situations and ITAs. It will be distributed to WDB staff through Department sponsored training, and it will be available on the DWD Web-site. Its first distribution is scheduled for April 5, 2000 at a DWD sponsored WIA Job Center Roundtable.

A primary focus of the Roundtable is training and eligibility for ITAs. In addition, DWD will be studying how it will provide guidance to WDBs in defining “unable to obtain or retain benefit” or “in need of training services.”

Training Services

- In the planning guidelines, each local WDB was asked to identify the percentage of local funds that were earmarked for training. Of the training funds, they were asked to identify the percentages planned for ITAs, OJTs, and Customized Training. It appears all WDBs have set aside a percentage for ITAs.
- If the participant is applying for training funds from another agency, the participant must meet that agency’s requirements. Once the participant is referred, the new agency becomes the primary case manager. Coordination will occur between the local partners, such as allowing for co-case management. This will be documented through the MOUs.

The MOU will describe the case management process and how the determination of lead agency is handled. If the participant is receiving training from one agency and supportive services from another, the agency providing training will be encouraged to be the lead case manager.

- “**Hard to serve populations**” includes (but is not limited to): over age 50/55; disabled; individuals meeting state’s development zone program criteria; Work Opportunity Tax Credit (WOTC) criteria. WDBs are encouraged to make the definition as broad as possible. Other hard to serve populations will also be identified to meet local labor market conditions, such as refugee populations.

Priorities for the state set-aside funds will be discussed with the CWI and these funds will be targeted based in their guidance and their final vision and goals strategic planning process.

In addition to these process-related activities, there are a variety of statewide services that are to be provided to customer groups. There are a series of products and services that are directed toward **jobseekers** to help them determine appropriate career opportunities, and provide job placement. These include the following:

- *Job Center Resource Areas:* These resource rooms offer a variety of services for jobseekers, including telephones, job posting information, access to copy machines and faxes, and computers.
All 78 Wisconsin Job Centers have at least one touch screen and one Internet computer for job search activities. In addition, 15 units which are accessible for people with disabilities have been deployed in Job Centers. These are connected to Wisconsin JobNet, the America’s Job Bank suite of services (including ACINet and ALX), labor market

information, and more. Wisconsin has performed several rounds of statewide AJB training to encourage its use among jobseekers and ensure their comfort with its resume posting functions. The computerized Universal Menu of Service lists all local services that are available in a particular area.

- *Job Fairs.* The state has modeled successful job fairs and that forum is utilized throughout the state on a regular basis and during plant closings. Wisconsin also has numerous, more in-depth services for career assessment and employment opportunities including mentoring programs, school to work consortium activities, job clubs, and resume and job-search workshops.
- *Support Services:* Wisconsin also has numerous projects to help provide services to targeted customers to help them overcome barriers for accessing these services. Working closely with the private sector and other state agencies, we have increased and enhanced the availability of child care and transportation systems. We continue to work closely with multiple partners to help persons with disabilities, youth, those exiting the corrections system, or older workers engage or re-engage in the workplace.
- *Staff Technical Assistance:* In order to better assist the job seeker, the state is developing assessment software. In addition, a capacity building plan is being developed based on the needs identified in the local plans to improve Job Center services, and DWD staff will provide technical assistance to all partners. The Division also has conducted training sessions for Job Center staff to improve the quality of services in resource areas. One such effort is a training program for resource room coordinators to familiarize them with career planning and vocational assessment tools to assist job seekers.
- *Cap-Net Virtual Business Incubator:* This new project provides technical assistance to interested persons who want to start a business and to small entrepreneurs who want to grow. The new tool was developed in collaboration with a Community Action Agency, DWD and several major corporations.

Wisconsin has created numerous products and services for **employers** to help them find workers, especially from targeted populations. These include:

- *Business Resource Network:* This is an Internet website that connects to local, state and federal public and private sector sites to specific information on a number of topical areas including: environmental issues; business development; statistics and market labor information; health and safety; tax information, and; human resources and employment.
- *Labor Market Information:* Labor Market Analysts are in the field working with local employers and WDBs on a regular basis. Two new labor market presentations have been developed on tape, with statewide ETN conferences that included area employers.

Labor market data is also available on the Internet that includes wage, trend, and employment information statewide and by WDA.

- *Wisconsin Employment Connection*: Through combined links to AJB and JobNet has the largest pool of available workers anywhere. The Internet website allows employers to post job openings and search for resumes to find qualified workers at no fee.
- *Employer Record System*: The ERS allows employer relations and other staff to track information about employers, including the programs in which they participate and benefits offered, and share that information with potential workers.
- *Employer Outreach*: Presentations are made at trade shows, conferences, conventions, chambers of commerce and internal employer group meetings by DWD employer services staff. By working with local staff, the employer services team determines needs and develop products for employers. A training/curriculum has been developed to help employers understand what tools and products are available to help them in finding workers.
- *Employer Training Programs*: The “A.R.T.” of Hiring—Attracting, Retaining and Training the Right People is a powerful new job retention program that offers state-of-the-art managerial training for employers. The training is designed for the diverse 21st Century workplace to provide the tools, techniques and strategies to substantially improve job retention, reduce recruitment costs, increase employee productivity, and produce satisfaction that results in increased profit.
- *Job Fairs*: With state and local partner cooperation job fairs are conducted regularly some of which are targeted toward a particular industry.
- *Work Opportunity Tax Credit*: This tax credit provides businesses up to \$2,400 for each new hire made from within targeted population groups and is offered through the Job Center staff to employers.

The State Plan indicated that the state set-aside fund priorities would be discussed with the CWI and finalized after the CWI completes their vision and goals strategic planning process. Based on these preliminary discussions with CWI members and consideration of some salient factors, below is an outline of the intended uses of the 15% state set aside funds.

First, the state is preparing to conduct the WIA required elements of the set aside including rapid response, evaluations and technical assistance activities. The incentive activities to local areas will be determined after the performance goals are negotiated with the Workforce Development Boards. Second, priorities have been identified for appropriate dedication of the 15% funds that include three tiers:

(1) State Needs

- *One-Stop Delivery System*: Given the new WIA requirements the state will need to focus on interim transition needs as well further development of the one-stop operating system. Two major thrusts for the development of information technology will be in the areas of (a) participant tracking systems and (b) ITAs.
A workgroup has been established to define the business requirements of a new system and initial cost estimates for the participant tracking system. Expected impacts include a statewide, accessible system for the dissemination of training provider information for

employers and job seekers; improved performance and evaluation analyses to determine continuous improvement and incentive activities; and a smooth transition for current and additional WIA partners working within the one-stop system.

- **Technical Assistance on Training Models:** Given the labor shortage as detailed in the state plan, two priority activities are (a) Skill-building in non-traditional occupations and (b) incumbent worker training. The state will continue to expand on the NTO initiatives begun under the DOL NTO grant including a statewide marketing strategy. The development of incumbent worker training models will be established for local technical assistance and implementation. The expected impacts from both initiatives would be a decrease in the labor shortage by improving occupational skills that match employees needs and increasing the actual number of permanent participants in the labor pool in high demand occupations.

(2) Local Needs

- **Capacity Building to WDBs for coordination of activities:** Based on comments in the WDB local plans and an independent analysis by DWE, the WDBs need assistance in coordinating their new responsibilities with the additional WIA partners. Further, the lack of funds to replace DOL's One-Stop Grant has led to some impediments in smoothly implementing WIA at the Job Center level. The expected outcomes are that local boards will improve their decision-making and networking skills. In addition, we may identify exemplary program activities for models throughout the state. The activity would take place for the first year and then the designated funds would be committed to performance incentives in the subsequent years.
- **School-Based Mentoring** would be a new initiative targeted for at-risk youth with the assistance of community-based organizations as the service providers. This project will be coordinated with the Work-Based Learning Board's activities. The expected impacts include higher rates of high school graduates or equivalencies; increased number of youth placed in appropriate training programs and employment settings; expansion of eligible providers of youth activities, and; generally increase the number of CBOs and employers involved in the local workforce development system.

(3) Program Support

- For the first year funding, a high priority will be on dislocated worker programs. A number of variables will influence this effort, including: the change in funding levels and funding sources; the decreased number of hard-to-serve persons within the dislocated worker definition; the WIA displaced homemaker requirements, and; initial discussions by the CWI to alter the training programs. The primary expected impacts are to increase rapid attachment to employment opportunities and decrease the labor shortage.

2. Coordination of services by each required and optional one-stop partner. As described earlier, the Wisconsin's Job Center system has been in place for several years with the majority of the WIA mandated partners already involved. Since 1993 State policies and direction from the state council have driven the collaborative model to the current highly developed place it is at

now. The requirements under WIA will help to involve more partners and formalize some of the coordination efforts with the MOU and One-Stop operator components.

In addition, in 1997 Wisconsin implemented a service delivery model called the Partnership for Full Employment (PFE). The PFE moved the system to a functional vs. programmatic model by establishing three levels of service: self, lite and case-managed, and is focused on both the job seeker and employer customer. This model is similar to the levels of service in WIA and so partners have already been moving towards providing services based on level of need rather than programmatic eligibility. Many centers have reorganized physically and with functional teams in order to coordinate, avoid duplication and best use their resources.

DWD also administers state vocational rehabilitation, TANF, WIA and Wagner Peyser. An interagency collaboration team has been in place since 1993 and recently has been reconstituted under WIA. Within DWD, the Division of Workforce Excellence administers both WIA and Wagner-Peyser programs that will help to ensure that policies and direction to the local partners emphasize coordination and non-duplication of services.

At the local level, it is also expected that the Job Service will either compete for WIA funding and/or be part of Job Center consortia and so will be an integral part of providing WIA and Wagner Peyser labor exchanges services. MOUs will be reviewed at the state level to ensure that there is adequate coordination and no duplication of services.

Specific areas of coordination include:

- *Case Management.* DWD is working on an inter-divisional case management system which would cover a number of employment and training programs housed in the Department, such as Job Service, vocational rehabilitation and W-2, that will allow all program staff, throughout the state, to track their clients, manage their program participation, and ensure coordination and lack of duplication.
- *ERS.* DWD has developed the Employer Record System to help Job Center and partner staff work with employers, track benefits and program participation, provide information to jobseekers and applicants, and enhance local and regional coordination.
- *Employer Relations Skill Building.* DWD is developing a program by which it can assess the current skills and needs of employer relations staff in the Job Centers, and develop a program (resource guide, website, training, etc) to provide solutions to these needs. Initial research, including statewide focus groups, will be held in June 2000.
- *OSOS.* As part of a process to replace its WIA tracking and monitoring system, DWD is looking at several "one stop operating system" type approaches that would allow much better coordination of services and systems.
- *UMS.* The Universal Menu of Service allows Job Centers to list all of their services in an internet / touch screen accessible system, thereby allowing workers, jobseekers, and employers to immediately identify what services are available at what locations.

- *Resource Room Development* (CDF Training). DWD has provided several rounds of career development facilitator training (training over 200 people statewide), to ensure that resource room staff have the tools they need to do their jobs. This ensures coordinative service delivery within an office, and between Job Centers within a Workforce Development Area.
- *Staff Coordination*. As discussed in other sections of the state plan, DWD established two levels of coordination infrastructures. The “Local Collaborative Planning Teams” at the Job Center level consist of an array of partners now mirroring WIA. Their primary functions included Job Center oversight, regular communication forums for partner communication and coordination, and they served as the direct link with DWD. For state level coordination, a team representing DWE, Vocational Rehabilitation, Unemployment Insurance the W-2-TANF program and the Governor's Work-Based Learning Board meet on a regular basis to discuss and resolve issues which cross program lines.

Within DWE state staff have been reconfigured to serve as Local Program Liaisons who provide support to the boards on WIA and related programs, as well as the overall Job Center delivery system. Each liaison is assigned 1 to 3 of the 11 WDAs which allows them time to attend WDB and committee meetings and provide expertise as needed in addition to coordination with other DWD policy staff.

- *Planning Coordination*. The above LCP Teams also annually completed DWD's coordination plan identifying local services, programmatic needs and other issues related to the workforce system. A state-wide committee consisting of major partners including the Technical College System and Vocational Rehabilitation assessed this information and annually developed the Core Coordination Document that provided cross program comparisons, non-duplication and coordination planning issues. This process and product was a mini-version of WIA's unified planning.
- *Adult, Family Literacy and Vocational Education*. As mentioned above, technical college system staff have regularly participated in local and state workforce development planning. They participate extensively at the WDB and Job Center levels including providing resources and connecting activities with their coordinating entities such as the school-to-work consortium. In addition, special populations utilizing Perkins and Adult Education funds are served at Job Center sites. Currently, they have been involved in the development of the state's training provider list and other related policies.
- *Job Corps*. As further detailed in IVB14 below, DWD is improving communication with Wisconsin's Job Corps Center in Laona such as sharing contact information among the variety of youth programs and inclusion of Job Corps information in WIA youth program materials, including co-enrollment.

3. Use of WIA Funds to leverage other public and private resources. Consistent with Section 7(b) of the Wagner-Peyser Act, Wagner-Peyser 10% funds will continue to be deployed to finance activities that encourage the increased participation of business and job seekers in the One Stop System. Activities supported by these and a combination of other funds will include central office labor market information programs.

At the local level, a portion of these dollars will be allocated to Job Service operations, proportionate to their share of the labor force and taking into consideration area unemployment rates, to supplement declining W-P 90% dollars in the performance of employers services and resource room activities. Additional W-P 10% dollars will be a means for Job Service staff to defray the costs of agency overhead. This will enable local Job Service operations to participate in competitively bid opportunities to provide exemplary, system-building customer services funded through WIA Title I or other sources.

Similarly, WIA funds can be used to coordinate partnerships by development of Memoranda of Understanding that may leverage resources from partners and other entities including Commerce, Transportation, Community Action programs, etc. The CWI has discussed opportunities for involvement with businesses and workers to leverage private resources and collaborate on support services. They identified public/private partnership incentive projects to assist the workforce in the areas of housing, transportation, childcare and health.

4. Needs of special groups and Equal Employment Opportunity. The Job Center system in Wisconsin, by nature of the variety of partner agencies, serves a wide range of job seeker customers. The majority of the programs, except for the technical colleges and Job Service, have targeted client populations. While the majority of Workforce Development Areas already serve such groups, it is worth noting linkages and special efforts that are underway. In addition, the labor and skills shortages experienced by the state are strong incentives to serve the needs of all citizens in order to bring them successfully into the workforce.

- ◆ In Wisconsin, the primary TANF program is the W-2 program administered locally by W-2 agencies that are core partners in Job Centers. W-2 serves public assistance recipients and other low income families which often include people with limited English speaking ability and others with multiple barriers to employment. TANF services in the 1999-2000 biennial budget were expanded to create new jobs for low-income families and increase workforce attachment and advancement of currently employed low-income families, including non-custodial parents.
- ◆ DVR and W-2 agencies have entered into an agreement for information and referral of persons with disabilities and the co-enrollment into both programs.
- ◆ The Vocational Rehabilitation program serves people with disabilities as a Job Center core partner. Over forty Job Centers now have 120 DVR staff permanently located in them and a plan has been developed to relocate the remaining staff. Part-time arrangements are in place in the centers without current permanent staff.
- ◆ Implementation of a project to provide universal access to the Job Centers core service (JobNet) for people with disabilities. Twenty-five workstations will be deployed and will feature ergonomic furniture, screen reading, Zoom Text, voice recognition and a variety of hardware solutions.

- ◆ DWD has entered into several projects with the Department of Corrections to serve offenders, including offenders with disabilities. DWD will explore the expansion on the partnership with DOC, including the federal bonding program, youth services, and veterans.
- ◆ DWE has trained Job Center staff on communicating with deaf and hard of hearing customers, and is exploring options to pilot TTY software and video sign language interpreting in resource rooms to increase capacity to serve these customers.
- ◆ Wisconsin received a DOL *Non-Traditional Occupations* (NTO) grant in 1995 and has continued to build on the initiatives begun under the grant. The Division currently facilitates an interdivisional/interdepartmental NTO Project Assistance Team that meets quarterly. Its charge includes 1) giving technical assistance to local Job Centers on integrating NTO in their ongoing operations, 2) establishing a web-site for NTO for access to the NTO Resource Guide and NTO Tool Kit, 3) building the capacity of DWD staff to provide NTO technical assistance, 4) keeping the NTO Leadership Team informed of Division/Bureau NTO activities, and 5) problem solving issues related to labor market information on NTO training and occupations. The agency also supports the continuation of the Leadership Team on Nontraditional Employment for Women that began with the DOL grant in 1995. In addition to problem solving the WIA issues described in III.B.3c, the Team will also explore how to make women in nontraditional occupations a part of the statewide marketing strategy for addressing labor shortage needs.
- ◆ Over the last 11 months, the Department has worked to address its objectives for including displaced homemakers in WIA dislocated worker activities. Some of these objectives are identified under Policies for Special Needs Population earlier in this document. The Department's efforts include the following:
 - Two representatives from statewide displaced homemaker programs (WTCSB and a technical college) were actively involved in the WIA Dislocated Workers Workgroup. They participated in developing suggestions for management to consider in implementing WIA.
 - One of background pieces that they prepared will serve as a guide to developing the section that deals with displaced homemakers in the WIA Program and Procedures Manual.
 - In the Division's WDB training session on writing local five-year plans, emphasis was placed on coordinating with local displaced homemaker programs. Addresses and telephone numbers of displaced homemaker contacts were given to all attendees.
 - Preliminary planning and discussion has begun on a WDB training focused strictly on serving displaced homemaker under Wisconsin's Dislocated Worker program.
- ◆ To address language barriers DWD has developed a vendor list for written translation services. Additionally DWD is piloting AT&T Language Line service for telephone interpretation and a research pilot to explore the effectiveness of computer aided translation.

- ◆ To further ensure nondiscrimination and equal opportunity, Wisconsin has put in place a process and provided training for a Complaint Coordinator (CC) at each of the 78 Job Centers. The CC will serve as a point person for complaints and then route them to the appropriate program. The training is delivered by a cadre of state staff that oversee various federally funded programs. This effort will ensure that no issues “fall through the cracks” due to confusion over program jurisdiction of a complaint.
- ◆ Employers are offered training in the “ART of Attracting, Retaining and Training the *Right* People” that addresses strategies related to W-2 recipients and other groups which may be considered hard to employ.
DWD also offers “Windmills” training on people with disabilities and Labor Law Clinics on various department programs, such as UI, Workers Compensation and Equal Rights.

In Wisconsin, the primary TANF program is the W-2 program administered locally by W-2 agencies that are core partners in Job Centers. TANF services in the 1999-2000 biennial budget were expanded to create new jobs for low-income families under the ***Workforce Attachment and Advancement*** program that serves currently employed low-income families, including non-custodial parents. This program provides grants to Wisconsin Works (W-2) agencies and Workforce Development Boards to assist low income families and non-custodial parents find employment, remain attached to the workforce and advance to higher paying employment. It is funded from the Temporary Assistance for Needy Families (TANF) block grant and serves adults with family incomes under 200% of poverty. The program objectives are job placement, job retention, increased earnings and increased child support payments for non-custodial parents. Program services include:

- Job readiness and placement for unemployed persons; basic skills development,
 - services to assist working persons with job retention;
 - incumbent worker training to promote job advancement and increased earnings; and
 - services to employers to retain workers and provide career progression paths.
- ◆ Wisconsin has also worked hard to overcome the barriers that target populations face, primarily childcare and transportation. As the Office of ChildCare is part of the Department of Workforce Development, we continue to look for ways to improve childcare opportunities for our customers.
 - ◆ With regard to transportation, Departments of Workforce Development (DWD) and Transportation (DOT) have created an interagency, coordinated program that has created \$8 million in programs throughout the state to help low income workers access jobs and employment related needs like childcare and interviews. This program recently received the Community Transportation Association of America’s (CTAA) National State Leadership Award, and will fund childcare transportation, transit expansions, vanpools, car repair and loan programs, and more.
 - ◆ Wisconsin has also been working with numerous groups representing the aging to develop programs aimed at recruiting older workers. Projects have included job fairs, employer self-assessment surveys, and technical assistance.

5. State Criteria for Limited Funds. The final determination of whether funds allocated to a local area are adequate to meet the intensive and training service needs of the population will be made at the local level. The state encourages WDBs to consider the following criteria when determining whether adult funds are limited and that priority service applies to the availability of other employment and training resources, and an individual's eligibility for services provided by those other resources.

In areas where there is not adequate funding, the state encourages local areas to give priority to low income individuals and to non-TANF public assistance cash recipients. (Local areas will be urged to foster and recognize team efforts involving Job Service LVER and DVOP staff and partner agencies working to provide priority service to veterans within these in subgroups.) DWD believes there are adequate resources in Wisconsin to provide intensive and training services to TANF public assistance cash recipients. The MOU between the VETS and DWD was included in the State WIA Plan as *attachment 10*.

6. Services to Employers. Wisconsin has been a leader in documenting employer needs at the state and local levels. Planning is driven by the needs of employers. Each WDB has a process to solicit employer feedback about recruitment and retention problems, training, and other workforce issues. At the state level, a customer satisfaction survey is conducted twice a year with employers from across the state. Analysis of the information is disseminated in hard copy to each WDB and is posted on the department's web page.

In 1997, a high-level organizational unit was formed within the department to develop products and services for employers. These products and services are marketed to employers by state level, central office staff as well as by local employer relations staff. This work unit is responsible for the award winning Business Resource Network web site (<http://helpbusiness-wi.com>) which guides employers to information helpful to their business operations.

As discussed earlier, five workforce forums were held in 1998 with business leaders to develop strategies to address workforce issues. Two reports were generated that highlighted issues and strategies for expanding, preparing, sustaining and upgrading Wisconsin's workforce. The results are helping guide the State in implementing WIA. In addition, the business members of the CWI will provide regular input on employer issues and needs in the state. This new state council has an increased number of business members and their input will be sought on a frequent basis.

Technical assistance and support is provided by state staff to local employer relations teams, enabling the teams to provide outreach to new employers and better services to employers already utilizing a Job Center. State staff support local efforts by developing products for staff use. The award-winning Employer Record System (ERS) is an information sharing database developed as a tool for local staff to share information about employers. Over 140,000 employers in and around Wisconsin have a record in the ERS.

Services are delivered to employers through Wisconsin's 78 Job Centers in a coordinated and efficient way. Job Center partners work cooperatively with other partner agencies to perform employer relations activities. Retention and recruitment activities, job placement, job

development, Job Fairs, employer forums and other special events are planned and conducted within the Job Center partnership.

Locally, the Job Center Standards are the starting point for determining employer needs under WIA. The first standard mandates that planning be driven by employer and job seeker needs. Another standard requires collaboration with local economic development organizations. Coordination planning for 2000 will also require WDBs to identify the major needs of employers in the area, to document the processes used and to state the goals established and strategies identified to address those needs.

Employers can access other services at the state and local levels. They include:

- Wisconsin Employment Connection (<http://www.dwd.state.wi.us/dwe-wec/employer.htm>), which includes two free job posting systems, plus the ability for employers to search job seeker resumes.
- Assistance in resolving transportation, childcare, recruitment and retention issues.
- Labor market information, via a web site or a regional labor market analyst.
- Presentations at conferences, workshops, Job Fairs, roundtables, employer breakfasts and similar events.

In addition, an employer-training program has been developed entitled “The ART of Attracting, Retaining, and Training the *Right* People”. This attitudinal training program provides employers with the tools they need to successfully recruit, retain, and supervise a diverse non-traditional workforce. This training will be offered statewide beginning in spring 2000.

The process for managing the federal tax credit programs, the Work Opportunity Tax Credit (WOTC) and the Welfare to Work tax credit has been streamlined. Local Job Center staff consult with their employers to submit tax credit certifications. Administration of the tax credit program occurs in the central office via an automated system. Response time has decreased and the state has experienced an increase in the number of tax credit submissions from employers.

7. Reemployment Services. The profiling system is automated with UI gathering and entering data re: UI claimants to be placed in the profiling pool for service. A mainframe program then provides a list of pooled claimants ranked in order of most likely to exhaust UI for each of 42 service delivery points for profiling services. Each delivery location determines services it will provide to the pooled individuals and to how many will receive those services based on state and local resources.

Local Job Center staff determine the dates, times and size of UI profiling groups. Selected claimants are notified via letter and told to report to local sites for a profiling orientation.

At the local sites, staff funded through UI Interest and Penalty, Title III, UI Grants and Significant Improvement Grant funds, provide an overview of reemployment services available

and develop an individual reemployment plan that establishes required services. Claimants must complete the identified services to fulfill the program requirements.

Required reemployment services may include but are not limited to structured job search activities, attendance at job seeking skills workshops, job clubs or any other activity mutually agreed to in the claimant's reemployment plan. On completion of the required reemployment activities, claimants are released from the obligation to participate in profiling activities. Generally this includes attending an orientation and one mutually agreed on post orientation activity.

Highlights of current system include:

- Services provided include: Orientation, individual reemployment service plans, job search workshops, career counseling, training opportunities, job clubs, and job interview workshops
- Data elements used for profiling - Tenure, Education, Occupation, Industry, and Total unemployment rate for county of residence
- UI secures and enters data elements into mainframe profiling program
- 42 service delivery points for profiling services around the state
- Universe of profiling pool: 78,000 UI claimants put in pool in calendar 1999 and approximately 18% provided reportable profiling service
- Performance measurements: Entered Employments, UI Cost Savings, Replacement wage, Duration of unemployment, UI exhaust ratio, Change in industry in subsequent employment, Referrals to training.

8. WP funded strategies to serve people with disabilities. Wagner-Peyser strategies for serving people with disabilities will continue to focus on assuring all Wagner Peyser funded services are fully accessible to individuals with disabilities and Wisconsin Job Centers have "no wrong door." DWD has implemented or will explore the feasibility the following strategies:

- ◆ Joint planning between Wagner-Peyser and Vocational Rehabilitation to assure coordination.
- ◆ Continuing efforts to deploy Vocational Rehabilitation staff to key Wisconsin Job Centers.
- ◆ Research the development of an agreement between key Workforce Investment Act (WIA) partners on the referral process for individuals with disabilities who are in a closed DVR Order of Selection category.
- ◆ DVR and Job Service implemented a strategy for 10 Job Service Specialists to provide placement services for DVR eligible consumers.

We are mindful of the fact that the only individuals with disabilities who should receive referrals to DVR are those who, based on an individualized assessment are specifically determined to need VR services. Other individuals with disabilities will be served through the same channels as those without disabilities in conjunction with reasonable accommodations. Toward that end, Wagner-Peyser Resource Room and Employer Services staff will be trained in VR referral policies and in working with, as well as on behalf of persons with disabilities.

9. WP Funds for Services to Veterans. The nature of Job Service's statewide Public Labor Exchange responsibilities, its legislatively mandated obligations to veterans, and its organizational affiliation with LVERs and DVOPs help drive provision of services to veterans as

a priority in Wisconsin's One Stop System. Plans for Wagner-Peyser-funded investments in veterans services over the next five years are as follows. See *Attachment 10* for the MOU.

Ensuring the Public Labor Exchange Presence Needed to Serve Veterans.. A challenge to maintaining an adequate presence is the Wagner-Peyser appropriations that have been flat-lined at the federal level. Where Wagner-Peyser funded staff are present, Job Service is committed to providing Resource Room (potential eligibility determination, labor market information, job search assistance) service as well as the following on a priority basis to veterans: job opening information, employment counseling and testing, job development, and post-Resource Room job search workshop participation opportunities.

Enhancing Wagner-Peyser Services That Benefit Veterans. The "front-end," information brokering and job search assistance identified as core services in the WIA will remain one of two key responsibilities of Job Service Public Labor Exchange field staff. The other key responsibility is servicing employer's recruitment needs. Job Service staff receive, prepare and service about 75% of the listings on JobNet, Wisconsin's automated job opening information brokering system. A challenge and opportunity is adding value to veterans services by continuously working to identify customer needs and applying this knowledge to re-engineering agency jobs as new and enhanced Public Labor Exchange technologies are introduced in the One Stop workplace. Paramount among veterans' needs anticipated to receive significantly greater attention by Wagner-Peyser funded Job Service staff is increasing and improving the number and quality of openings carried by the electronic Public Labor Exchange system.

Making Technology Work Better for Veterans. Technology has revolutionized Wisconsin's Public Labor Exchange services to veterans in many ways. Since its introduction in 1993, the Wagner-Peyser developed JobNet system has operated with a 24-hour automated vets-only hold on all job orders. In addition to serving veterans by attracting an increasing number of employers to list their openings, JobNet has been made accessible to those with disabilities through the development of modified work-stations now available in many Job Centers throughout the state. This has been accompanied by related customer service training of Wagner-Peyser staff.

As indicated above, in the next five years, veterans will benefit by further enhancement of the electronic Public Labor Exchange, enabling Wagner-Peyser staff to focus on ways to increase employer utilization.

While researching federally developed systems, Job Service Wagner-Peyser funded staff have begun assessing various veterans-only hold options and their implications. Wagner-Peyser staff will receive and apply new training in Job Center-based workstations for the disabled for use in Resource Room customer service. Additionally, with the shift from staff-intensive job order servicing to marketing and consultative services, Job Service personnel will acquire and be able to use workplace accommodation knowledge to facilitate hiring of disabled veterans.

In addition to serving veterans by attracting an increasing number of employers to list their openings, JobNet has been made accessible to those with disabilities through the

development of modified work-stations now available in many Job Centers throughout the state. This has been accompanied by related customer service training of Wagner-Peyser staff. In the next five years, veterans will benefit by further enhancement of the electronic Public Labor Exchange, enabling Wagner-Peyser staff to focus on ways to increase employer utilization.

Planning for Unprecedented Investments in Training Staff Serving Veterans. To date, most training of partner organizations in the veterans service obligations of Job Service has been conducted by Job Service field staff, including those funded by Wagner-Peyser resources, as well as LVERs and DVOPs. During the period of this plan, the capacity of Wagner-Peyser-funded staff (and of partners) to provide veterans with quality service and priority treatment will depend on making unprecedented investments in new staff training.

A major challenge facing most organizations is dealing with the leading edge of the Baby Boomer retirement wave. In the next five years, more than a third of Wisconsin's Wagner-Peyser-funded workforce will be eligible to retire. Those who retire will take with them decades of experience in high volume service provision and knowledge of the local employer community that is invaluable in the provision of Resource Room and job placement services to veterans. Quality staff training programs at all levels of the organization will be a top priority.

In addition, over the next 10 months, training of new and old veteran staff will be focused on nontraditional occupations for women (NTO). The Department received a Title IVC grant to help women veterans secure nontraditional jobs which in many cases are high paying with career advancement opportunities. A two-day NTO training was held for all LVRS and DVOPS. Regional training is being planned for this summer. It is anticipated the training and project activities will not only assist women veterans during the length of the project, but it will also help build the capacity of local Job Centers to improve their services to women veterans in years to come. The project is a part of the Division's overall effort to give women equal access to all jobs in the workforce. Veteran staff are a part of the Division's NTO Project Assistance Team that is explained under IV.B.4.

10. LVER and DVOP Services. The Job Service Veterans Service team consists of Job Service Public Labor Exchange staff and approximately 60 LVER and DVOP staff. Based at Job Centers, LVERs and DVOPs will remain the core of the veterans service effort. They will have a presence in all WIA-designated comprehensive centers and provide coverage to as many affiliated sites as resources permit. Additionally, DVOPs will maintain productive outstation arrangements at various sites throughout the state, including VA hospitals, homeless shelters and other facilities conducive to serving veterans, particularly those with special needs.

Key responsibilities of LVER and DVOP staff will continue in two interrelated categories of activity: partner relations and customer service. With regard to partner relations, LVERs and DVOPs provide leadership, support, and expert assistance in the development of productive linkages between and among onsite and offsite agencies and organizations with a vested interest in the socioeconomic wellbeing of the service area's veterans.

As providers of customer service to veterans, LVERs and DVOPs will continue to make their top priority case managed, placement directed service. Recipients of these services are primarily those member of the federally mandated target groups that, based on staff assessment, have been determined to have employment needs and challenges warranting staff intervention and assistance.

Additional emphases that will characterize LVER and DVOP activities and involvement in the One Stop System during the next five years include the following:

- Maintenance of efforts to enhance and improve multi-agency case management teams and effective service coordination on behalf of veterans
- Continuously increased levels of job development and correspondingly enhanced outcomes for case managed veterans in an era of ongoing labor shortages
- Development and ongoing improvement of services designed to enable increasing numbers of women to enter nontraditional occupations
- Improved utilization of WIA on-the-job training hiring program resources to advance the employment of veterans and meet employer needs
- Development and application of workplace accommodation knowledge and expertise, working in close cooperation with the Division of Vocational Rehabilitation, to assist veterans with service connected disabilities
- Effective job search programming to Native Americans residing on tribal reservations in Wisconsin

Wisconsin Job Service will continue to ensure adherence to all legislative requirements for veterans staff through the following organizational features and activities:

- A statewide Veterans Coordinator employed by the Job Service Bureau to provide functional program supervision, working in close cooperation with field staff, other agency units, and VETS staff;
- Regular and frequent agency-developed staff training programs and conferences for LVERs, DVOPs, and Job Service field management staff;
- Active participation in national training programs by LVERs, DVOPs, and Job Service field management staff;
- Quarterly documented statewide monitoring and evaluation of key aspects LVER and DVOP staff services and activities, and
- Ongoing timely electronic issuance, exchange, and interpretation of federal, regional, state-developed communications affecting LVER and DVOP operations.

Via all of the above listed activities and capacities, plus the administrative authority residing within the DWD for the One Stop System, the veterans employment services in this plan will conform with all agreements reached between the Secretary and the State of Wisconsin.

11. WP funded services to agricultural community. Wisconsin's economy, particularly its heavy concentration in agricultural activities and related food processing, will continue to rely on migrant workers. During peak late summer periods, there are approximately 5,000-6,000 migrant workers working in Wisconsin. Jobs performed by migrant workers represent very nearly ten percent of our Food and Kindred Products sector.

In the off-season, there are an estimated 1,000 migrant workers in the State. Labor shortages projected over the next five years and beyond ensure that growers and food processors will continue aggressive efforts to recruit and employ migrant workers.

As required by 20 CFR Subpart B, 653.107, DWD provides W-P funded services to migrant workers and to their prospective and actual employers. The plan is *Attachment 9*.

This will continue to include inter/intra-state job order servicing and the full range of Job Service Public Labor Exchange services delivered via an Outreach Program designed to locate, contact, and inform migrant and seasonal farmworkers about the nature and availability of service. DWD also provides considerable support to the Federal Alien Labor Certification program.

Staff providing these services are and will continue to be bilingual permanent state Job Service employees. To help ensure equity of service, their efforts are supplemented by temporary bilingual Job Service employees hired in areas of the state where significant migrant outreach workloads warrant additional assistance.

All Job Service permanent and temporary staff are based at Job Centers or affiliated One-Stop System sites and bring to the customer the full array of One-Stop service information relevant to the needs of the agricultural and food processing community. This is accomplished in large part through employer-coordinated visits to fields and canneries to meet with migrant workers and provide service information at minimum, at the beginning and close of the employment seasons. In-office services are continuously available, with evening hours at a number of locations.

Service Reporting Plans. Staff report their provision of employer and migrant worker service on an ongoing basis. Results, including equity of service indicators, are routinely generated through Wisconsin's comprehensive Job Service Information System. With the implementation of the Workforce Investment Act, the development and implementation of new, integrated reporting systems will recognize the continued importance of Wagner-Peyser-funded service documentation to migrants and their employers in a manner that will enable equity to be tracked.

Special Opportunities/Challenges. The deepening labor shortage and the competition for workers among employers has led Wisconsin growers and food processors to become increasingly concerned about losing migrant workers to other industries before their own work season is over and migrant worker agreements have been completed. With these conditions continuing during and beyond the next five years, Job Service migrant outreach staff will need to work diligently to maintain the trust of both employers of migrant workers and the workers themselves. Outreach staff training will focus on improved information brokering services to agricultural employers about worksite programs and conditions that can increase the likelihood of retaining migrant workers for the season. Training also will emphasize ethics in the timing and provision of referral and placement services to migrants working under contract in the agricultural and food processing industries in Wisconsin.

Service Summary. Job seeker services that will continue to be provided to migrant workers through the W-P-funded Job Service migrant services outreach program include:

- Registration for Wagner-Peyser and other Job Center services via JobNet

- Explanation and use of JobNet computerized job listing, including America's Job Bank.
- Employment counseling
- Referral to job openings
- Job seeking skills
- Testing
- Assessment
- Referrals to other services/agencies (i.e. UI information, etc.)
- Information on employment and training activities in area
- Labor market information
- Tax Credit program information
- English/Spanish language translation assistance, in state-designated significant offices, and in other offices with permanent bilingual staff
- Information on the Job Service complaint system, filing and processing complaints
- Customer satisfaction surveys

Employer Services that will continue for agricultural and food processing employers via the Wagner-Peyser-funded Job Service migrant services outreach program include:

- Job order servicing (Local, Intrastate, Interstate)
- Access to JobNet and/or referrals/screenings
- Information and referral to other agencies
- Tax Credit Program information and participation assistance
- Informational meetings (UC, Wage/Hour, Migrant Law, Worker's Compensation)
- Customer satisfaction surveys/monthly informational newsletter
- Labor market information

12. Wagner-Peyser Based Three-Tiered Labor Exchange. In Wisconsin, the DWD is the employing agency of Job Service. All Job Service staff are employed by Wisconsin's civil service system and are public merit employees.

A pioneer, catalyst, and key contributor in the development of Wisconsin's Job Center System, Job Service will continue as the administrative agency for the statewide Public Labor Exchange and as the primary provider of these services. In this capacity, it also plays a critical role in the implementation of WIA at the State and local WDA level. Efforts are underway to assist local WDBs in defining WIA core services so there is no of duplication with Wagner-Peyser labor exchange services.

Methods for Ensuring Statewide Public Labor Exchange Capacity. Through its Wagner-Peyser-funded activities, Wisconsin Job Service has played a key role in the evolution of this state's acclaimed One Stop System:

- To date, Public Labor Exchange technology (Wisconsin's JobNet and related components, plus nationally developed electronic labor exchange systems) has been an important infrastructure development linking sites in a statewide, customer-friendly, service-accountable One Stop System;

- Job Service's Wagner-Peyser-funded management information program has been the source of a comprehensive picture of site-by-site Job Center network service provision, and
- Job Service Public Labor Exchange staff have been a primary onsite provider of core services to the general public, as well as job order servicing assistance to employers.

The next five years present many challenges and opportunities in the continuous improvement of Wisconsin's Public Labor Exchange as a statewide partner in the provision of W-P funded staff services and One Stop technologies. Significant directions, developments and decisions involving the statewide capacity of the Public Labor Exchange to function effectively in each of the three tiers (self service, facilitated self-help service, and staff-assisted service) are as follows:

Self Service. In Job Centers, self service occurs for job seekers who visit the Resource Room and choose to use electronic systems and hard copy materials without consulting staff. Beyond the walls of these sites, cyberspace has for seven years been frequented by a growing number of job seekers and employers accessing the Wisconsin's JobNet system before, during, and after regular business hours.

Wagner-Peyser funds, including the \$10.5 million that constituted Wisconsin's One Stop Grant award, paid for the development of JobNet and related electronic labor exchange services, such as menus of Job Center services and an automated library of current labor market information.

In the next five years, key impending decisions and directions that will require Wagner-Peyser dollars and affect all Public Labor Exchange operations, starting with but going beyond self service, include but are not limited to:

- Enhancement or replacement of JobNet
- Development of an on-line job order placement capacity, with prompts and other features enabling employers to enter complete information that is in compliance with EEO requirements
- Promotion of youth employment and the addition of an easy "find" capability enabling all manner of opportunities (school accredited internships, coop employment, mentoring, etc.) to be located
- Improved automated self registration strategies, including the addition of inquiries for preliminary self assessment and potential eligibility for service
- Menu of service enhancements permitting customers to schedule themselves for Public Labor Exchange and other services available at their local Job Center
- The enhancement of Wisconsin's Employer Record System, which may generate information that customers can access
- Hardware upgrading in Job Center Resource Rooms

Facilitated Self Help

a. For Job Seekers: Resource Rooms are the setting for facilitated self-help in Job Centers. Wisconsin has 78 Job Centers. Job Service Public Labor Exchange staff are present in slightly more than two-thirds of these locations. Job Service is the lead agency and primary provider of Resource Room services. Resource Rooms offer what cyberspace does not at this time; namely, personalized staff assistance in the effective use of a growing array of electronic job

search/career planning-related systems and hard copy materials. This assistance is provided when requested or when staff observe a need.

Ideally, the customer service representatives in the Resource Room are more than computer literate; they also have comprehensive knowledge of the local labor market, understand career planning, are proficient in successful job search strategies and recognize potential eligibility for other One Stop system services. Based on their knowledge of the labor market in general and specific listings that reflect current recruitment activities, Job Service staff will continue to direct job seekers attention to jobs for which they may be qualified and make referrals as appropriate

For Job Service, which also serves as the lead agency in the provision of recruitment services to the employer community, staffing the Resource Room is a good match. Staff share their expertise with customers, and in return, customers keep staff knowledgeable about who is looking for work and how best to present job opportunities.

When asked where they would invest Wagner-Peyser dollars to meet staff assisted customer service needs of job seekers, Job Service field staff ranked the Resource Room as their top priority. Particularly given the growing use and the convenience of cyberspace as well as the continuing labor shortage, Resource Rooms will need to be not only well equipped but effectively staffed during the next five years and beyond in order to attract customers from all walks of life.

During the period of this plan, Job Service will continue to treat the Resource Room as high priority for the investment of Wagner-Peyser dollars to support Job Service staff at all designated comprehensive centers and as many affiliated sites as possible.

b. For Employers: Job Service functions as a provider of high volume recruitment services to the employer community. Job Service Wagner-Peyser-funded staff service 75% of the job orders that are displayed on Wisconsin's JobNet system. Without a large and diverse selection of current job openings, the value of Job Centers would plummet. Wagner-Peyser funds will continue to be invested in Job Service staffing to provide employers with recruitment services, as well as related staff and partner training.

Facilitated self-help in relation to job orders refers to the assistance that Job Service staff provide to employers who list their own orders on an interim direct entry system. As described above in the "Self Service" subsection, this system is expected to evolve over the next five years. As a consequence, Job Service staff should increasingly be able to shift their attention from the mechanics of job order preparation to addressing the needs that most employers express for assistance in creating competitive job opportunities and retaining workers.

Staff Assisted Service

a. For Job Seekers. Flat-lined Wagner-Peyser allocations have impacted the availability and funding of staff assisted services beyond the Resource Room.

The critically important UI Re-Employment services that should be funded by Wagner-Peyser will continue to be supplemented with UI Interest and Penalty, as well as WIA dollars until and if increased shares of Wagner-Peyser dollars are allocated to the states.

UI Profiling services are provided by Job Service staff working in partnership with (to date) JTPA-funded staff. Job Service has extensive experience in the provision of UI Re-Employment services with considerable data from various pre-UI Profiling programs and projects showing conclusive evidence that this is a highly productive investment of public dollars. Consistent with these data, Job Service will enhance its UI Profiling services with additional post-orientation assistance as resources allow.

Other W-P-funded post-Resource Room services include a variety of job search and career planning workshops for the general public and a popular, but resource-reduced program of credentialed employment counseling and testing. It is anticipated that the workshops, which in some cases are conducted with partner staff involvement, will continue at those sites where there are the resources and the public interest.

Employment counseling and testing are highly valued by the customer community and important to addressing vocational choice, change, and adjustment faced by dislocated workers, youth and older workers. This service is of great value to employers for recruitment and as a direct service to their establishments in matters of workforce retention, particularly during this time of labor shortages.

Under current funding circumstances, the primary beneficiaries of this service will be veterans with employment barriers, migrant and seasonal farmworkers, claimants, and individuals with disabilities. Referral activity will occur in conjunction with outreach, group programs and individual activities, such as employment counseling. It may also include job development.

b. For Employers. This level of service to employers is expected to undergo significant change due to the aforementioned technological enhancements. The expectation is that with a direct job order entry system, they can turn their attention to increasing and improving the job opportunities available through Job Centers. This will be accomplished by mass marketing and targeted efforts designed to secure the business of influential employers within the service area.

Although many employers may still request job order writing services, more will look to Job Service staff to provide consultative services on recruitment and workforce retention issues that, when raised now, cannot be addressed owing to lack of staff. These Public Labor Exchange activities include provision of assistance in all aspects of recruitment planning and, secondly, information brokering services to inform and educate the employer community regarding successful workforce development and retention strategies.

With the evolutionary process in the use of technology and with the acquisition of additional resources, the intent and hope is that Wagner-Peyser staff will be able to provide the screening and referral services so often requested by employers.

13. Rapid Response

a. Entity Responsible. The State Dislocated Worker Unit (DWU) will continue to be the Dislocated Worker Program Section which is part of the Bureau of Workforce Programs in the Division of Workforce Excellence in the DWD.

b. Local Boards and CLEO Involvement. DWE obtained input from local areas in order to improve on the coordination between state level rapid response, local expeditious response and their local dislocated worker programs. This included statewide roundtables and meetings with the WDBs and the CLEOs through the Wisconsin Counties Association.

WDBs described in their local plans how they will work together with state level rapid response to facilitate immediate and coordinated assistance to dislocated workers due to plant closings and mass layoffs. From the state level, all rapid response activities will be coordinated with Workforce Development Board and a copy of all plant closing/mass layoff notices received will be faxed to the respective Board when they are received. While it is anticipated that generally dislocated worker funds will flow to the WDBs, in the event that requests for funds are submitted by other entities, they will be required to give the WDBs and CLEOs, thirty days for review and comment.

c. Assistance to Dislocated Workers and Employers. The DWU will monitor plant closing and mass layoff data via WARN (Worker Adjustment and Retraining Notification), and State Law notices, news media, organized labor contacts, and informal contacts with other employment and training related agencies. When the information indicates a closing/mass layoff may occur, the DWU will contact the Workforce Development Board, Job Service, the Department of Commerce and the AFL-CIO LETC (Labor Education & Training Center) to determine if these agencies are aware of the event and are already working with the company.

The DWU will then initiate contact with the company to verify the existence of the dislocation event with the employer and if labor unions represent the workers. If it is determined that the a mass layoff or plant closing will occur, the DWU will notify the Local Workforce Development Board, Job service, Department of Commerce and AFL-CIO LETC if unions are involved.

The next step is to set up the initial on-site rapid response meeting with the employer and union or worker representatives if no union is involved. This initial meeting will include staff from the DWU, the Workforce Development Area and AFL-CIO LETC if there is a union involved. The purpose of this initial meeting is to provide information and begin collecting the information needed to begin planning a reemployment strategy for the workers.

Information is provided on the Trade Adjustment Assistance (TAA) and NAFTA TAA programs and the company/unions/workers are encouraged to file petitions to determine if foreign imports or shifts in production to Mexico or Canada impacted these workers.

Planning a reemployment strategy includes identifying resources that are currently available to provide assistance and scheduling orientations for the workers and having them complete a

survey to determine their interest and needs. Once this is done, an analysis will be complete to determine if there are sufficient resources to serve the workers or if additional resources need to be requested.

In the event additional resources are needed, then the State DWU will work with the Workforce Development Area and/or other applicants in preparing requests for funding.

This includes funding from state-level rapid response funds as well as national reserve funds from the federal level. If immediate access to funds is needed to begin providing assistance to the workers, a letter to incur costs up to \$25,000 will be provided.

14. Strategies for comprehensive services to youth. Youth in Wisconsin currently have access to a wide array of services. Programs administered by a number of state partners provide these services. To improve statewide collaboration and coordination, Wisconsin has been selected to be part of the National Governor's Association Center for Best Practices Youth Policy Network. Wisconsin's Youth Policy Network team includes a community-based youth program provider and members from the Departments of Workforce Development (WIA, TANF and Work Based Learning), Corrections (juvenile justice) Public Instruction (secondary education) and Health and Family Services (foster care and health). Participation in this Network and the CWI will guide development of strategies to improve state coordination and collaboration.

The CWI will provide direction and guidance on strategies for providing comprehensive services for youth. A subcommittee of the council which will focus on issues related to preparing the future workforce will specifically focus on workforce issues related to youth. This subcommittee will focus on addressing the needs of youth through:

- Improved preparation for post-secondary education,
- Improved preparation for unsubsidized employment,
- Increased involvement of employers, and
- Connections to the Job Center system.

The CWI also will work with the newly appointed Governor's Work Based Learning Board to coordinate council activities with work based learning programs such as school to work and youth apprenticeship

The Youth Policy Network team will also work to ensure coordination between youth services provided through TANF, WIA, Juvenile Justice, Secondary Education, Foster Care and other programs.

Some general strategies that have been identified include the following:

Increasing Public Awareness. This strategy includes ensuring youth, parents, educators, providers and employers have access to information about services that are available to youth and the process to access these services.

Developing Strong Linkages. This includes ensuring that service agencies are linked with each other to provide youth access to the full array of services that are needed. Included in this

strategy is providing Workforce Development Boards and Youth Councils with assistance identifying potential resources and existing programs to fill locally identified gaps in services and facilitate connections between WDBs/YCs and providers that fill those gaps.

Improving Access to Services. This includes strengthening the connection between the Job Center system and the youth service network. In many cases youth services are delivered out of the Job Center.

Wisconsin also has a strong youth Career Center and educational institution based service delivery structure. This strategy involves building on current successful service delivery and improving connections and knowledge about the youth service delivery system.

In addition to the general framework to provide comprehensive services to youth, there are specific strategies that focus on youth with special needs. These include coordination with a number of partners described below.

Education. The Department of Public Instruction and the Wisconsin Technical College System Board each have a member on the State CWI. Locally, School to Work Leadership, Cooperative Educational Service Agencies (CESA), School Districts and Technical College Districts have members on local Youth Councils. These entities have the responsibility to ensure youth services are coordinated with and linked to educational services. In many areas the CESA, School District, and Technical College are direct providers of a variety of youth program services. Educational providers and other youth providers also have formed partnerships that identify and jointly apply for resources with which to serve youth. This ongoing collaboration ensures coordination of all youth programs in an area.

Foster Care. The Secretary of the Department of Health and Family Services is a member of the CWI. DHFS is also a member of the Youth Policy Network team. Through these two connections the state intends to build on efforts to coordinate services to youth in foster care as well as other "at risk" youth. Coordination will occur through improved communication and understanding of the needs of these youth and of the services currently available to youth through the workforce development and other systems. The Departments of Workforce Development and Health and Family Services are committed to working together to identify existing collaborative strategies and to increase statewide awareness of ways the workforce investment system and the foster care system can work in a more coordinated way to meet the needs of youth.

Welfare. The DWD is the state administrative entity for the Temporary Assistance for Needy Families (TANF) program. TANF has a number of initiatives that focus on services to youth. One of these initiatives is Community Youth Grants (CYG). Part of the CYG funds are earmarked to agencies around the state with the balance distributed through a competitive process. Local entities that administer these funds are required to collaborate with the WDB and the Youth Council. This ensures that this initiative and the youth activities managed by the WDB and Youth Councils are coordinated. Similar collaboration requirements between local service providers and WDBs are included in other TANF initiatives with the intent that services are coordinated and the WDB is in a position to provide direction and guidance for coordination of TANF youth services with other youth services at the local level.

Job Corps. Wisconsin has one Job Corps Center -- the Blackwell Job Corps Center in Laona. Coordination with Job Corps occurs in a number of ways. The director of the Blackwell Center is a member of the North Central WDB. Del-JEN, Inc., the recruitment and placement contractor for Job Corps in Wisconsin, is represented on two additional WDBs. In addition, Job Corps has representatives on a number of Youth Councils around the state.

Recruitment and referral of youth to Job Corps is coordinated through the current Job Center system. Job Corps employs five Admission Counselors, most of whom are co-located at Job Centers. This co-location of Job Corps staff in the Job Centers has been an effective mechanism to develop and maintain coordination. Additional coordination efforts geared at educating providers, parents and youth through the one stop system will continue to be developed over time. Events such as Job Center day at the Blackwell Center will be arranged on a regular basis and information on the Blackwell Job Corps center will be available to youth providers.

The state will encourage Job Centers to provide information to youth on Job Corps, and will facilitate ongoing connections between Job Corps and the Job Centers and Career Centers. This connection will include ensuring staff who work with youth are familiar with Job Corps and are aware of the process to refer youth to Job Corps. The DWD is committed to working with Job Corps staff in Wisconsin to assist them in making connections with youth service providers throughout the state.

Youth Opportunity Grants. The Milwaukee County WDB has received a Youth Opportunity Grant. This program was developed with a number of partners. As both the fiscal agent for WIA Youth Programs and the YOG initiative the WDB will ensure services to youth are well coordinated. Any future YOG initiatives that are funded will be developed and implemented in a coordinated manner that maximizes resources to serve youth.

Work Based Learning (School-to-Work). Recent legislation created the Governor's Work Based Learning Board (WBLB) to plan, coordinate, administer and implement youth apprenticeship, school-to-work and work based learning programs. Wisconsin Statutes require the CWI to assist the Board in providing these programs. The Secretary of the DWD and some members of the CWI are also members of the WBLB. This overlap of board and council membership will ensure coordination.

At the local level School to Work Partnerships, Tech Prep Consortia, and Career Centers are partners in the delivery of youth services. In many areas these partners are also members of the Youth Council. Cooperative Educational Service Agencies which often employ the school to work coordinators have been and are expected to continue to be involved in providing youth activities under JTPA/WIA. These connections and partnerships ensure programs and services are coordinated.

Youth Councils will play a major role to further develop the opportunities for youth through improved coordination, collaboration and communication between providers of youth services at

the local level. Youth Councils will coordinate with School to Work Partnerships, Leadership Councils and other youth advisory groups established in local communities.

Under the leadership of the Youth Councils local programs will work together with parents, youth and providers in the community to continuously assess the needs of youth in the area, to identify the resources available and any gaps in services. The Youth Council and local programs will work strategically with youth partners to align these services and leverage resources to fill gaps that will ensure the needs of all youth, including out-of-school youth and those with special needs, have access to services which will assist them to become responsible adults.

Statewide strategies for coordination of services to youth focus on all youth including those with significant barriers to employment. The Council on Workforce Investment (CWI) has a leadership role in the development of statewide workforce development strategies for youth.

The CWI includes representatives of the Departments of Workforce Development, Public Instruction, Health and Family Services, Corrections and Commerce as well as the Governor's Work-based Learning Board (GWBLB) and the Wisconsin Technical College System. These agencies administer various youth programs and services across the state.

The CWI also benefits from the involvement of the private sector and local providers of youth activities in the development of statewide strategies. Working with the CWI to develop and coordinate these strategies are a number of state level entities, including the Wisconsin Youth Policy Network, which have overlapping representation and common goals to prepare youth, including at-risk youth, to become responsible adults. Each of these entities includes partnership and coordination as common goals.

One recently implemented strategy that accomplishes the goal of increased coordination and partnership is the development of a model for new youth programs and initiatives. A number of statewide programs and initiatives that target at-risk youth have been developed over the past year and a model to ensure coordination has been used in many of those programs. This model requires involving the Workforce Development Board and the Youth Council in the local process to apply for program funds that serve youth.

In addition to state requirements for involving Youth Councils in local youth program funding proposals, the CWI and the DWD are working to educate other state departments on the WIA intent to improve coordination of services to ensure a comprehensive service strategy for youth, especially those at-risk. While WIA does not provide any statutory authority over other Department's youth programs, the CWI, GWBLB and other entities are supportive of the intent of WIA and attempting to influence other state partners to support Youth Councils and WIA strategies for coordination and partnership.

The Department of Workforce Development and the CWI with the support of the GWBLB the WYPN and other entities will continue to develop strategies that ensure youth councils successfully carry out their responsibility to coordinate youth activities in a local area and to achieve their purpose of establishing linkages with other organizations serving youth in the local area.

The Preparing the Workforce Committee of the CWI will continually develop strategies to ensure services to youth with significant barriers are coordinated. State sponsored activities such as a Youth Conference in the fall of 2000 are planned to build on local efforts of coordination and collaboration. County Human/Social Service agencies with responsibility for Foster Care will be provided with local contact information for the WIA youth program. Facilitated discussions between WDB staff, Youth Council members, state and local foster care staff and WtW and WIA policy staff will be available to strengthen coordination of services to youth in Foster Care.

In addition to the statewide strategies for providing information to local youth programs regarding the Job Corps program identified in the state plan submitted on March 1, 2000, Job Corps will be included on the statewide list of youth providers. The Job Corps center in Laona receives the list of local youth program contacts. The WIA youth program guide will include information on the Job Corps program in Wisconsin including information on co-enrollment. Information received from DOL regarding Job Corps will be provided to the local WDBs. Future opportunities to expand the capacity of Job Corps in Wisconsin would be supported and, as appropriate, additional coordination strategies would be developed to ensure success.

15. Youth Program Design is built around the existing Job Center, Career Center and Education delivery systems. This structure ensures access for all youth, whether in school or out of school.

- **Preparation for Post-Secondary Educational Opportunities.** The service delivery framework provides youth with activities that prepare them for post-secondary educational opportunities. Preparation occurs by providing youth with access to academic and vocational exploration and preparation activities. Youth programs in Wisconsin also provide extensive basic skills, academic enrichment activities, life skills, work maturity, and career development activities that help youth develop the attributes and abilities needed to ensure success in post-secondary school and subsequent employment. Wisconsin has established 16 Tech Prep consortia that are dedicated to providing a comprehensive link between secondary schools and post secondary educational institutions. Other initiatives focus on helping youth successfully transition from school to high-demand, well-paying available occupations. These initiatives provide occupational choice exploration, interest and skill evaluation and understanding of and exposure to high demand jobs and preliminary skill training for students. They also link career exploration, academic training and technical training with paid work experience.
- **Strong Linkages between Academic and Occupational Learning:** Youth program design incorporates strong linkages between academic and occupational learning. Work based learning programs and 2 + 2 initiatives provide youth with activities that are based on a curriculum that combines academic and occupational learning. Youth apprenticeship programs give youth an opportunity to explore career options through a combination of classroom training and hands on training at the work site. In addition there are a number of initiatives around the state that provide youth with access to classroom and work site training that allows them to apply their educational knowledge to actual work experiences. These

initiatives involve educational providers as well as employers, which ensures the educational skills taught are the occupational skills needed.

- **Preparation for Unsubsidized Employment Opportunities.** Youth programs are designed to assist youth prepare for unsubsidized employment. Activities such as paid and unpaid work experience, job shadowing and occupational skills training directly prepare youth for employment. Other activities such as leadership development and mentoring are also important elements to prepare youth for employment. Whether the activities are provided in the work place, classroom or alternate site, youth are provided with opportunities to develop basic skills, general work place skills as well as occupation specific skills that will prepare them for unsubsidized employment.
- **Effective Linkages with Intermediaries with Strong Employer Connections:** The success of many of Wisconsin's youth programs and initiatives is based on the direct involvement and commitment of employers. Links to employers through existing work-based learning, school-to-work, apprenticeship, and technical college programs as well as connections through WDBs, Economic Development, Job Center Partners, and others ensures a strong link to employers and meeting employer needs. These connections will continue to be strengthened under WIA.

For example, Wisconsin is exploring the possibility of creating a youth specific link on JobNet, our automated labor exchange system, to ease the connection between employers and youth job seekers. WIA youth program elements will be provided based on individual assessments that provide information on the youth's basic skills, occupational skills, work experience, interests, aptitudes and needs. The results of this assessment will be the basis of the strategy for services for the individual.

- **Alternative Secondary School Services:** Many of Wisconsin's 426 school districts have established alternative secondary schools, which provide these services to youth. In some areas there are Charter Schools which target educational services to "at-risk" youth. Local providers of youth activities work closely with these school districts to ensure youth have access to these services where appropriate. In other areas local providers of youth activities have partnered with educational and other providers to develop alternative secondary school service strategies which combine classroom learning with work experience and other WIA youth program elements. In this design, youth that participate in, for example, work experience can earn high school credit. These partners may also work together to ensure eligible youth have access to comprehensive guidance and counseling, mentors and study skills training within an alternative school setting.
- **Mentoring:** Private sector partners who provide work experience opportunities and training to youth through the WIA and other programs that target youth with special needs provide a work site mentor. These individuals provide coaching and direction to youth as they learn the skills needed to succeed in the workplace. In addition to workplace mentors, local providers of youth activities have also teamed up with entities that specialize in providing mentoring connections for youth the go beyond the workplace. Partners such as AmeriCorps and Big Brothers/Big Sisters provide youth with a long-term connection to a caring adult.

- **Summer Employment Opportunities:** Summer employment opportunities are an effective tool to recruit youth into WIA programs. Summer activities include intensive services that engage youth in up to 40 hours of activity per week.

Summer employment opportunities are similar to year round activities, however, the intensity is increased while youth are not in school. Youth will participate in work experience, internships, paid work experience, academic enrichment activities, training, etc. Many summer activities are conducted outdoors and provide youth with exposure to environmental learning and work experiences. Other activities include residential activities that combine work maturity, peer group activities, work experience, classroom learning, life skills training and other youth program elements. An evaluation of the youth's summer participation may influence the scope of activities that will be provided year round.

- **Paid and Unpaid Work Experience:** Paid and unpaid work experience opportunities are available through public and private sector employers. These experiences are designed to give youth exposure to different work environments, provide career exploration opportunities as well as provide an opportunity to develop the skills that are needed to obtain and retain employment. Site supervisors and mentors assist participants to connect academic learning with the occupational skills of the work experience placement.
- **Occupational Skill Training:** Occupational training opportunities are available to youth through a variety of entities, including youth apprenticeships, work based learning programs, technical colleges and programs. Occupational training is driven by labor market needs and is to be geared toward high skill/high demand occupations.
- **Leadership Development Opportunities:** Leadership development activities are built into many of the other youth program elements. They may also be offered as stand-alone activities. Activities such as working in teams, speaking in front of groups of peers and adults, and identifying and performing community service projects are all designed to build a young persons self confidence and self-esteem.
- **Comprehensive Guidance and Counseling:** This program element includes career counseling offered by program staff, academic advising from educational counselors and referrals for alcohol, drug abuse, and other issues through strong community connections.
- **Supportive Services:** Supportive services are available to youth when it is determined such services are necessary to ensure successful participation in program activities. As an example, transportation has been identified as a critical support for youth. Local WDBs will develop supportive service policies that meet the needs of youth within the WDA.
- **Follow Up Services:** Follow-up services for youth will be provided at the local level. The scope of those services will be dependent upon the individual youth and will be provided for at least 12 months. Some youth will receive intensive follow up services while others will receive less intensive services. Follow up services will include but not be limited to school-based activities, leadership activities, work related activities and supportive services.

- **Areas with High Concentrations of Eligible Youth.** The State has developed a number of strategies to assist local areas with high concentrations of eligible youth. These strategies include assigning a local program liaison who will be located, part time, in the area.

The youth program policy analyst will also maintain frequent contact with the local program liaison and the youth program manager in the area to determine needs and provide assistance when appropriate. The state also envisions applying much of what is learned through the National Governor's Association, Center for Best Practices Youth Policy Network to those areas with high youth poverty rates. This strategy involves sharing best practices, providing technical assistance, and identifying other resources.

Additional program opportunities include:

Services Targeted to Out of School Youth: Each of the required 10 youth program elements will be available to Out of School Youth (OSY). Services will be provided based on the individuals needs identified through the objective assessment. For example, OSY who have not earned their High School Diploma will participate in activities, such as alternative secondary school, tutoring, and instruction designed to lead to a High School diploma or GED. Occupational skills training will be specifically targeted to OSY.

Supportive Services: Local program staff will determine the need for supportive services based on the objective assessment and program participation. Transportation is generally the supportive service needed most by youth to successfully participate. Supportive services such as childcare and work related expenses will be provided as needed. Links to other community resources that provide assistance with food, housing, medical services, legal counseling, etc. are available to youth. Once the need for supportive services is determined, the youth program provider will identify the most appropriate delivery mechanism. Supportive services may be provided either directly by the WIA youth provider or through referrals to youth partners within the area.

Tutoring, study skills, training and instruction leading to completion of secondary school, including dropout prevention strategies: These services are available to youth based on the initial objective assessment as well as ongoing assessment and interactions with the youth. Local program providers will determine the most effective learning environment for each youth. Based on that determination these services may be provided in a variety of ways from classroom instruction to one on one instruction including peer to peer activities. Drop out prevention strategies will include intensive case management services and close connections with secondary school staff. In some cases youth and their parents may be encouraged to explore alternative secondary educational opportunities. Additional drop out prevention strategies are accomplished through other youth program elements such as mentoring and leadership development activities.

Adult Mentoring: Adult mentoring will be available to youth who, based on the objective assessment and ongoing interactions with program staff, are determined in need of and/or will

benefit from a mentor. Mentoring may be community-based; employer-based or possibly school-based, as determined by the program provider and the youth. Local programs are partnering with AmeriCorps, Big Brothers/Big Sisters and other community resources to connect youth with mentors. Employer based mentors are identified by the work site and connected to youth program participants. Older youth and former participants may also serve as mentors for younger youth. School based mentoring is a new initiative that will focus on young youth. School based mentoring must be supported by the school system. Volunteer mentors meet weekly with youth during the school day on school grounds.

Alternative Secondary Schools: Local programs will receive information on existing models of expanding alternative school opportunities. Models such as the Watertown School District's Generac Portable Products, LLC alternative school and the designation of the Blackwell Job Corps as an alternative school will be shared.

The DWD, in partnership with the Department of Public Instruction, the Council on Workforce Investment and the Governor's Work-Based Learning Board will work to encourage local school districts, Youth Councils and providers of youth activities to work together to develop plans to provide opportunities for youth who are engaged in work based learning and other WIA program activities to earn high school credits for those activities.

C. System Infrastructure

1. State management of local ITAs. State Management of ITAs is guided by policies and procedures described in III.3.c and displayed in *Attachment 6*. In addition, the State serves as an oversight body and resource for the issuance and management of ITAs at the local WDA level. Eventually, the Consumer Report System will be a tool for managing ITAs. A primary component will be the State List of Eligible Providers. Performance and cost information will be a mandatory piece along with additional information on eligible providers. Labor Market information will also assist case managers and ITA customers.

2. Technical/Staff Capacity. Wisconsin is addressing these issues in a variety of ways. In addition to the UI voice response system that has operated in Wisconsin for several years, we are working on an Internet initial claims system. One of its elements will be designed to move the claimant electronically into Job Bank at the completion of the UI claim. Also as part of the SIG grant there is a joint UI/DWE project to update the profiling formula to determine level of need for dislocated workers. The profiling process and profiling services scheduling system are all technologically driven in Wisconsin and operate in mainframe programs. With UI being a mandated One-Stop partner and being represented on WDBs, there will be an increase in education of all staff on the UI program and processes.

Wisconsin's labor exchange system, JobNet, was developed several years ago but has recently been integrated into a front end package that incorporates America's Job Bank (AJB) and it's related sites (including a resume system). The front-end package is called *Wisconsin's Employment Connection*. We also implemented a Job Order Redesign project which included developing plans for how we would use both our state's JobNet and the national AJB system.

We have developed a system whereby job orders are entered via the JobNet system and then automatically uploaded to AJB. We wanted to keep JobNet as the job order entry system in order to keep it populated with all of the Wisconsin job orders that also appear on AJB. This system is working quite smoothly. JobNet has had job entry via the Internet available for a few years and this continues, although phone and faxing are still the primary methods used by most Wisconsin employers.

3. Employment Statistics for One-Stops. Wisconsin will continue to improve its employment statistics system by continuing to research and employ the newest technologies available. Enhanced data collection techniques such as touch-tone data entry, optical scanning, and a move towards employer contacts and collection via the Internet will ensure that Job Center customers will receive timely and accurate Labor Market Information (LMI). Release of data via the Internet will guarantee customers access to the most recent local, state, and national figures and improved access to historical time series data.

Increased analysis will be made available to our customers because of time saved from technological advancements. We will increase our reliance on our Local Labor Market Economists in the field for direct communications with our data users. These local analysts have created County and Workforce Development Area Workforce Profiles for use by the various workforce development area boards. Each of the boards has had at least one presentation by their respective labor market analyst to help them better understand the labor markets they are dealing with. The analysts will serve as liaisons to the respective boards to make certain that WDBs are well informed about the latest labor market information for their areas. This valuable human resource is critical in the successful implementation of the Workforce Investment Act. Wisconsin will continue to look for innovative LMI delivery systems for use by local Job Center customers.

The Initial Year plan enclosed as Attachment C identifies how the State proposes to collect data on the performance of training providers. The policy identifies performance information that is being asked of training provider applicants and the performance benchmarks that are being used to judge their performance. A similar system will be used for Subsequent Years. This is in the final planning stages.

In Subsequent Years, the integrity of the data will be maintained by the Division's data collection system. This system will generate required performance information on training providers on the State List of Eligible Training Providers who are serving WIA participants.

Wisconsin will continue to monitor national initiatives from DOL's Bureau of Labor Statistics and Employment and Training Administration to keep pace with federally mandated programs as well as to develop its own LMI systems.

V. Performance Management

A. Performance Goals. Wisconsin discussed the performance outcome provisions of WIA with local workforce development professionals, CLEOs and PIC members several times in February and March of 1999. The common thread throughout this dialogue was that the State should

convene a state-local workgroup to recommend a process for establishing performance goals and defining the parameters for their negotiation.

In September 1999, the State convened two workgroups to help with performance policy development. One workgroup focused on customer satisfaction, program evaluation, and continuous improvement. The other group focused on performance measurement policy and the annual report. Both groups stressed the importance of benchmarking to historical data.

To prepare for negotiations, the State has cross-matched PY97 JTPA terminées to the Unemployment Insurance Wage Record. This has been done on as a statewide exercise and is currently being done on a local area by area basis. The cross-match results for the local areas will be compared to performance plans submitted by WDBs. The comparison will serve as essence of the negotiating sessions between the State and the local area. An issue that looms large for these discussions is the anticipated performance level to be agreed upon with DOL.

Each WDB has received the State's proposed three-year performance levels for each of the performance measures, including customer satisfaction. WDBs also received the PY97 baseline for the State, the 7 State benchmark and a proposed performance level for the WDB.

The WDB standards are based on the anticipated performance agreement between DOL and the State. The WDB performance level, like the State's proposed standards, are adjusted to recognize the changed delivery system and are graduated to promote continuous improvement.

Customer satisfaction has been recognized as a strong indicator of success in Wisconsin's Job Centers. The State is revising and supplementing job seeker and employer surveys to gather customer satisfaction data, valid to the local level. With this valuable information, WDBs will be able to discern how well area Job Centers are serving their customers.

Each WDB has an assigned Local Program Liaison with whom this data will be shared. Through annual site visits, ongoing contact with WDB staff and monitoring activities, the Liaisons can review performance data and provide WDB staff with guidance and assistance in improving performance and customer satisfaction.

B. Common Data System. Wisconsin does not have a common data system that crosses program lines and can now provide WIA-required elements. Work is under way to modify our JTPA system to meet reporting requirements. This is an interim measure until another system is obtained to meet partner and customer data needs. The interim system will meet DOL reporting requirements for PY2000.

To begin planning the new system, a core group to define functional specifications will convene in March 2000. The group's work will be reviewed and refined in April and May by 4 focus groups. By July 2000, we intend to have the specifications refined to the point that they can be used to secure a system. Our plan is to implement the new system in July of 2001.

Work has begun on using the UI wage record for verifying employment retention and wage gains/replacement. The UI/WIA match will be operational in time for PY2000 performance measurement.

C. Customer Satisfaction. Since 1995, Wisconsin has conducted satisfaction surveys for its Job Centers. These surveys focus primarily on labor exchange, training and employer services. Job seeker satisfaction is measured on the JobNet post-session survey with the results summarized monthly by Job Center and quarterly by WDA. Employer mail surveys are conducted semi-annually. The numerical results and a short narrative analysis of both are posted to the Internet. Comments, complaints and suggestions received through the surveys are forwarded to Job Centers for use in improving customer service. Targeted surveys have been done for job seekers receiving intensive services such as dislocated workers and JobRide users.

As part of the Job Center Standards, each Job Center must develop a customer satisfaction survey to be used by center managers to customize services to improve satisfaction.

Another job seeker satisfaction survey was piloted in two Job Centers. This survey is distributed to every person using a Job Center for a specific period; greatly expanding the scope of job seekers queried.

Job seekers are asked to identify the services used during the period and if they are members of targeted groups. An improved version of this mail-back survey will be implemented through out the State in PY2000.

A mail survey of a sample of employers who have not posted a job with the Job Center will be conducted beginning in April 2000. We anticipate using results to better target services to the employer customers.

D. Collaboration and Continuous Improvement. Wisconsin has used its Job Center Standards (a set of benchmarks for collaborative processes and service delivery expectations developed jointly by state and local job center partners), and employer and job seeker satisfaction measures to spur continuous improvement in the workforce investment system since 1995. Past state councils have played an active role in the development and review of the Standards. The WIA State Council will have a similar active role.

While these methods have been in place for some time, we have also encouraged local areas to become involved in DOL's "Simply Better" and Enterprise Council efforts. In 1999, the Wisconsin Forward Award, a Baldrige-based award for excellence, opened eligibility to not-for-profit and educational agencies. The Forward Award is a major initiative of the Department and Workforce Development Areas were encouraged to get involved.

Wisconsin will focus on moving local WDAs to achieve ever better outcomes for workforce investment system customers by continuously improving system-wide performance. Our negotiated performance measures will establish a baseline against which to begin measuring WDA and statewide performance. These performance levels will be regularly monitored for early indications of success or failure. The Job Center Standards will be used to further

continuous improvement strategies by providing a definition of “ideal” Job Center services as envisioned by state and local staff and required in the DOL customer satisfaction measures.

Organizational improvement will be encouraged through the use of Malcolm Baldrige Criteria for Performance Excellence. These criteria will be used to:

- establish criteria for and distribute incentive awards for high performing organizations;
- define best practices and benchmarks for use by local workforce areas in developing improvement plans; and
- promote a learning environment for state level and local workforce professionals to acquire the skills needed to support high performance within their respective organizations.

Low performing WDAs will be provided with technical assistance and training as needed to identify reasons for failure and to develop strategies for improving performance before sanction becomes necessary.

E. Sanctions and Technical Assistance. Performance will be evaluated in two ways: ongoing plan versus actual review and special studies or research. The ongoing review process will involve regular examination of monthly reports to determine if performance trends indicate a need for state intervention.

There are three levels of intervention in the technical assistance/sanctions subsystem: Self-Assessment Planning, Technical Assistance Programming and Remedial Implementation Plan.

The self-assessment-planning phase walks the Workforce Development Board through self-examination of key decisions and service delivery strategies and assesses their impact on performance. A WDB can request Technical Assistance Programming from the state as an outgrowth of the Self-assessment plan or the TAP could be initiated by the State. To implement the TAP, the State, WDB and the CLEO would sign the TAP plan. The Remedial Implementation Plan would be triggered when there is evidence the Self-assessment and Technical Assistance efforts have not worked and the WDB and the State recognize the likelihood of continued unacceptable results. The range of remedial action could include, but is not limited to, reorganization of the local board, required service delivery changes, reduction in funds, etc.

WDBs are pivotal to the evaluation and maintenance of performance. Through the WDB Director, Board members will receive performance information that should allow them to assess progress toward the strategic goals of the system. WDBs are also encouraged to start their own evaluation program. Technical assistance is available from State staff.

Special studies and research will be conducted at the request of the CWI as part of a Technical Assistance Program, or where focused research on a performance issue will be instructive in the management and operation of the WIA. Results of these studies and research will be available to the Council and included in the Annual Report.

